

# Village of Dexter Local Waterfront Revitalization Program

***Adopted:***

Village of Dexter Board of Trustees, December 19, 1984

***Approved:***

NYS Secretary of State Gail S. Shaffer, May 20, 1985

***Concurred:***

U.S. Office of Ocean and Coastal Resource Management, April 16, 1985

U. S. DEPARTMENT OF COMMERCE NOAA  
COASTAL SERVICES CENTER  
2234 SOUTH HOESON AVENUE  
CHARLESTON, SC 29405-2413

## **Village of Dexter**

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The federal Office of Ocean and Coastal Resource Management has concurred by letter dated April 16, 1985, that incorporation of the Dexter Local Waterfront Revitalization Program into the New York State Coastal Management Program constitutes a Routine Program Implementation action.

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STATE OF NEW YORK  
DEPARTMENT OF STATE  
ALBANY, N.Y. 12231

GAIL S. SHAFFER  
SECRETARY OF STATE

Honorable Donald J. Grant  
Mayor of Dexter  
Municipal Office Building  
Dexter, NY 13634

Dear Mayor Grant:

It is with great pleasure that I inform you that, pursuant to the Waterfront Revitalization and Coastal Resources Act, I have approved the Village of Dexter Local Waterfront Revitalization Program (LWRP). The village is to be commended for its thoughtful and energetic response to opportunities presented along its waterfront.

Since implementation of the village's program is tied closely to the village's ownership of significant waterfront land, I ask that the village notify the Department of State at least 30 days prior to sale of any village-owned land adjacent to the Black River in order that the Department can ensure that deed restrictions or other appropriate conditions will be applied so as to effectively enforce the policies and purposes of the village's LWRP.

The Office of Ocean and Coastal Resource Management has issued a Routine Program Implementation Determination which will also appear in the State Register and Environmental Notice Bulletin. As a result, the Dexter LWRP is formally incorporated into the New York State Coastal Management Program, and Federal agencies are required to undertake their actions in a manner consistent with the LWRP. I will shortly notify State agencies that I have approved the Village's LWRP and will provide them with a list of which of their activities must be undertaken in a manner consistent to the maximum extent practicable with the Dexter LWRP.

Again, I would like to commend the Village of Dexter on its efforts to develop the LWRP and look forward to working with you in the years to come as you endeavor to revitalize your waterfront.

Sincerely,

A handwritten signature in dark ink, appearing to read "Gail S. Shaffer", written over a horizontal line.

Gail S. Shaffer  
Secretary of State

GSS:lc

## ACKNOWLEDGEMENTS

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Lowell Thomas

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## PREFACE

### Background

The Village of Dexter, with a 1980 population of 1,053, is located in the eastern Lake Ontario region of northern New York State. Nestled on the northern banks of the Black River 1.25 miles upstream from the Black River Bay, this small Jefferson County community has a rich waterfront heritage linked to its strategic location at the last drop in the river's elevation.

Settlement in Dexter, then known as Fish Island, began in 1811 when a site on Fish Island was cleared by John and Jacob Brown, out of their vast land holding in the Town of Brownville. Early development began with the construction of a dam to harness water power of the Black River. Several small enterprises including a sawmill and a gristmill were established to meet the demands of settlers in the surrounding community. Lumber from the sawmill was rafted to Sackets Harbor to support the War of 1812 military effort.

Industrial development was slow at first but grew steadily in the first half of the 19th century. The first significant development which influenced settlement was the woolen mill constructed between 1826 and 1835. Later in 1855, the Village of Dexter was incorporated.

With the establishment of pulp and paper mills in the waterfront area between 1887 and the early 1900's came the period of greatest activity and prosperity for the village. Transportation developments during this era included railroads for the shipment of mill goods, a trolley between the City of Watertown and Dexter, a canal and locks at the dam to allow upstream travel to the Village of Brownville, and steamboat excursions onto Black River Bay and Lake Ontario. From these developments and continued settlement, the village population grew from 800 in 1898 to its peak of 1,164 in 1920.

Between 1942 and 1949 all of the mills ceased operations, severely impacting the village's economic base. Since the abandonment of the mills, the waterfront area of Dexter has greatly deteriorated with corresponding decreases in the tax base of the community. Today, after the loss of nearly all its industrial activity and a reduction in commercial services, the village serves primarily as a "bedroom" community for the Watertown area. Vast areas of vacant and underutilized waterfront in the village present an opportunity for economic, cultural and environmental revitalization of Dexter.

In an attempt to foster a strong private and public sector partnership that will achieve the advantageous use and protection of the community's waterfront area, the Village of Dexter, with consultant services provided by the St. Lawrence-Eastern Ontario Commission, is developing a Local Waterfront Revitalization Program.

## Program Overview

In accordance with the guidelines supplemental to the 1981 Waterfront Revitalization and Coastal Resources Act, Dexter's Local Waterfront Revitalization Program is being developed following the procedures required by the New York State Department of State. The body of this report replicates the planning process set forth by the Department of State. The general steps include:

1. BOUNDARY DETERMINATION in which the coastal area serving as the program basis for waterfront policies and activities is defined.
2. INVENTORY AND ANALYSIS in which opportunities and problems are identified and their interrelationships and complexities are studied.
3. POLICY DETERMINATION in which the municipality's governing body, upon recommendation from a local advisory committee, identifies those state policies applicable to its coastal area and develops a statement of local policies.
4. USES AND PROJECTS in which specific proposals are presented as potential uses and projects to advance the coastal policies.
5. IMPLEMENTATION TECHNIQUES in which specific management, funding, and program strategies are identified or developed including organizational structures, land use controls, laws, ordinances, regulations, local government capabilities, and necessary and appropriate state actions.
6. CONSULTATION WITH FEDERAL, STATE, REGIONAL AND LOCAL AGENCIES in which these agencies comment on the proposed program.
7. IDENTIFICATION OF RELEVANT STATE AND FEDERAL PROGRAMS in which the impacts of non-local programs and actions are considered and both those programs and the waterfront program are modified for consistency.
8. LOCAL COMMITMENT in which the advisory committee formally presents the program to the Village Board of Trustees who approve the program and transmit this local waterfront revitalization program to the State of New York.
9. ENVIRONMENTAL CLEARANCE AND PRELIMINARY DRAFT SUBMISSION in which the waterfront program is examined for impacts on the environment and the program is presented to State, regional, and local authorities for review and comment.



10. DRAFT SUBMISSION in which the revisions suggested in Step 9 above are incorporated and submitted to the NYS Department of State for approval.

By following this planning process with the involvement and coordination of the Local Waterfront Revitalization Advisory Committee, the Village Board of Trustees, the Department of State and other public and private agencies, Dexter is assured an effective development effort and rapid implementation of the approved final program.

One of the major benefits and innovations of the waterfront revitalization act is the concept of "consistency". The process of program approval allows the State adequate opportunity to determine that the local program does further the State coastal policies. With Department of State approval the Local Waterfront Revitalization Program will act as a guide for state and federal actions to ensure their consistency with the local program.

Another benefit available is financial assistance to a local government for implementation of a local waterfront revitalization program. Once the program is approved, grants are available for research, design, and other activities which serve to implement construction projects identified in the program. Such grants can cover up to ten percent of the estimated costs of a construction project.

SECTION

I

WATERFRONT REVITALIZATION AREA BOUNDARY

## SECTION I - WATERFRONT REVITALIZATION AREA BOUNDARY

The State's Coastal Management Program has established statewide coastal boundaries in accordance with the requirements of the Coastal Zone Management Act of 1972, as amended, and its subsequently issued rules and regulations. The State's landward boundary, for the most part, delineates the inland extent of the Village of Dexter waterfront area. Since the village can only implement policies within its established corporate limits, it was necessary to define the water-side extent of its waterfront area. The waterfront revitalization area boundary for the village follows the landward and municipal boundaries as shown on Plate's I and II - "Village of Dexter - Waterfront Revitalization Area Boundary."

### LANDWARD BOUNDARY

An outcome of the evaluation of coastal conditions is the need to revise the coastal area boundary to incorporate the area between William Street and the Black River running northeasterly from Canal Street to a point 400 feet along the river which includes vacant property owned by the village.

This section of the coastal area contains a mix of commercial, multi-family and public vacant lands important to Dexter's waterfront revitalization efforts. Exclusion of this section would preclude additional public access and recreation opportunity while overlooking a waterfront area with deteriorated and underutilized conditions. All reference in the Dexter Waterfront Revitalization Program reflects both boundaries where appropriate.

Original Landward Boundary. Continue northerly to the dam; thence across the river on the dam to the southern shore of the power station island; thence generally east and north along the shore of the island to the crest of the dam structure; thence across the crest of the dam, continuing east, north and west along the shore of the second island to the Canal Street bridge; thence generally northwesterly on Canal Street to Water Street; thence west on Water Street to Liberty Street and north on Liberty Street to its intersection with Lakeview Drive, thence west on Lakeview Drive to its intersection with the municipal line.

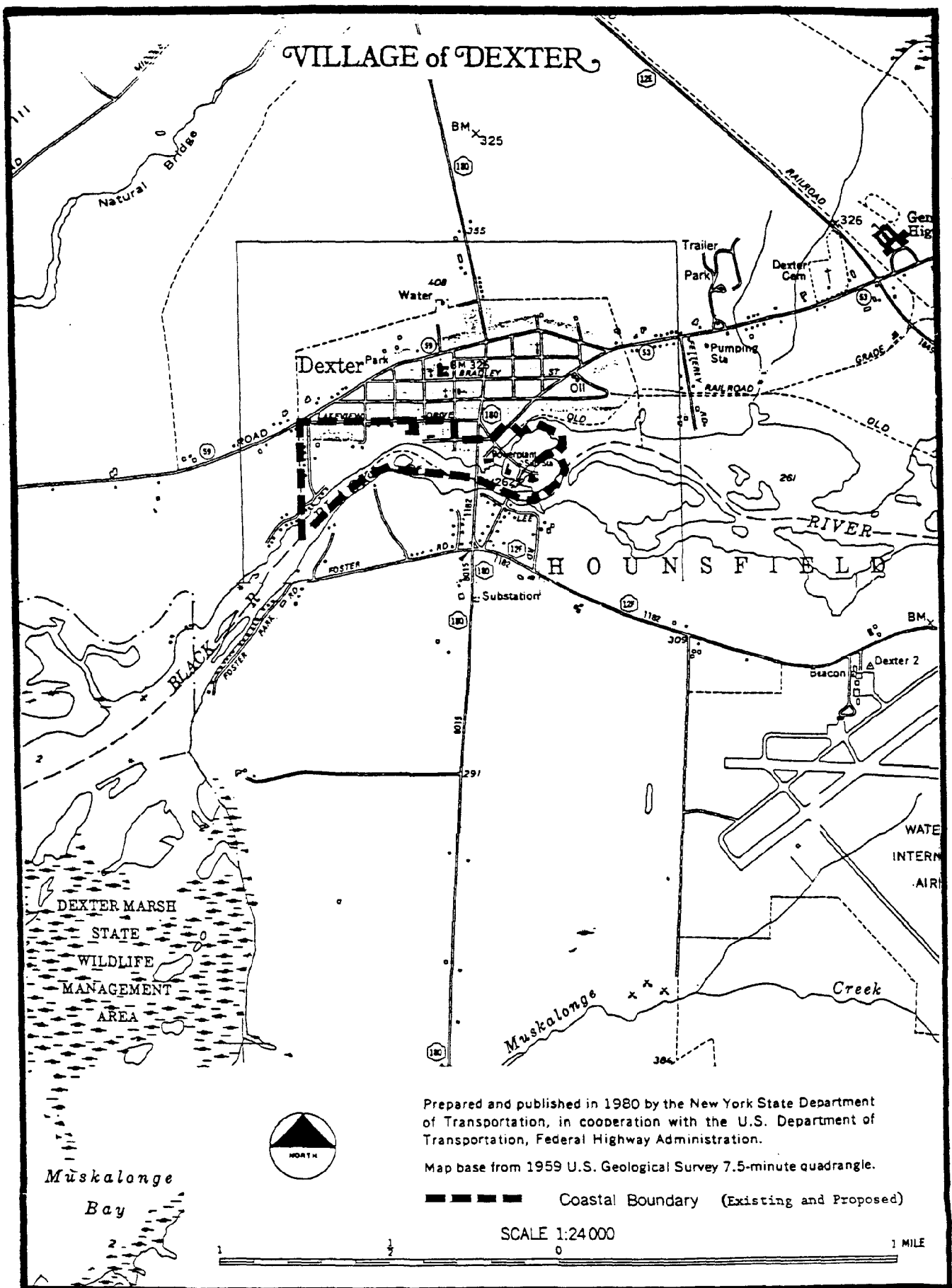
Revised Landward Boundary. Continue northerly to the dam; thence across the *Black River* on the dam to the southern shore of the *smaller* island; thence generally east, *north, and west* along the shore of the island to the crest of the *middle* dam structure; thence across the crest of the *middle* dam, continuing east, north and west along the shore of the *larger* island to the Canal Street bridge; *thence across the Canal Street Bridge, thence 400' generally northeasterly along the northern shore*

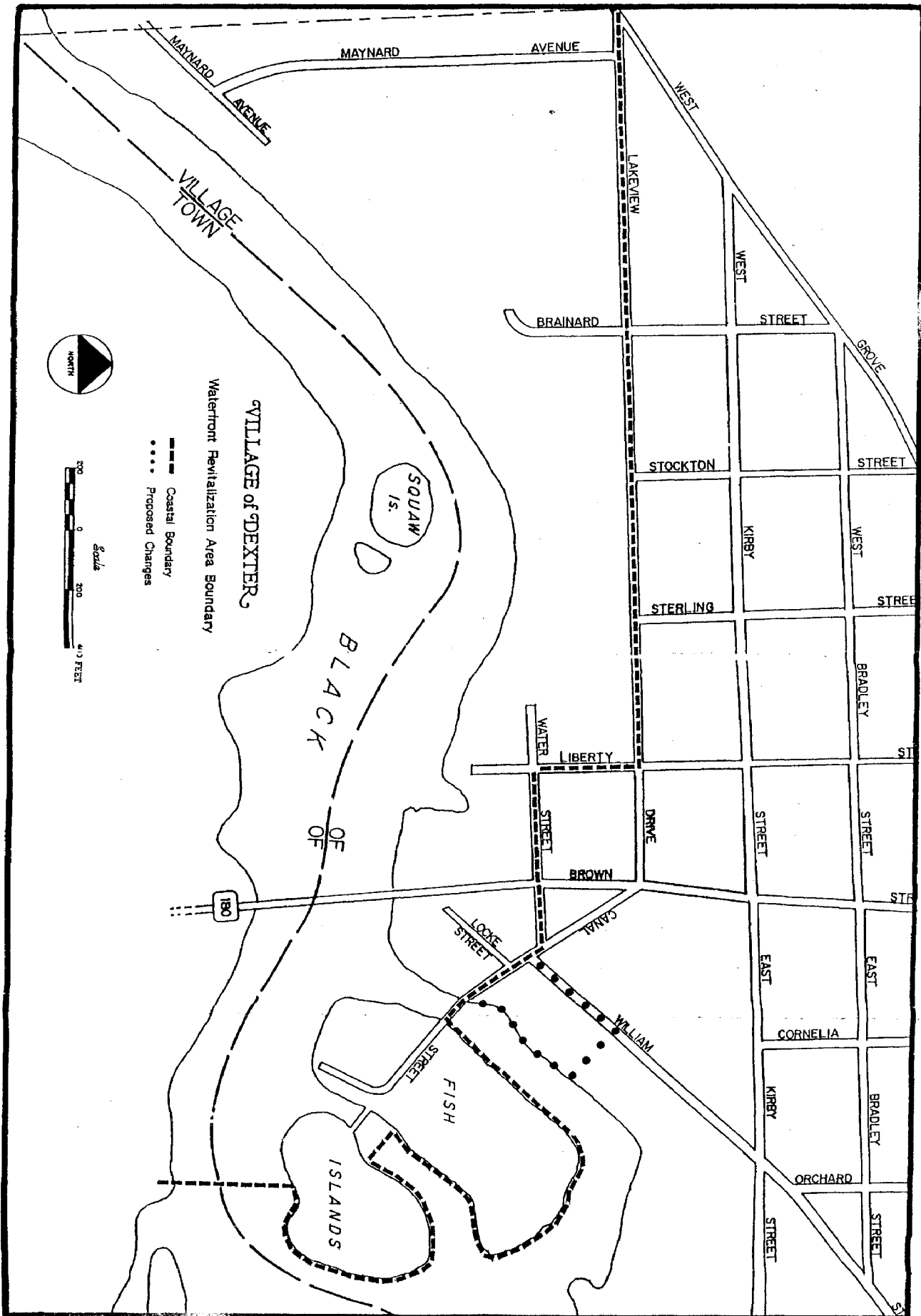
of the Black River to a point; thence northwesterly on a line perpendicular to William Street; thence southwesterly on William Street to Canal Street; thence generally northwesterly on Canal Street to Water Street; thence west on Water Street to Liberty Street and north on Liberty Street to its intersection with Lakeview Drive, thence west on Lakeview Drive to its intersection with the municipal line.

#### WATERSIDE BOUNDARY

The State's Local Waterfront Revitalization Program required all coastal waters within a municipality's jurisdiction to be included in its defined waterfront area. In accordance with this requirement, the following waterside boundary has been established.

Waterside (riverward) Boundary. Beginning at the western intersection of the landward boundary and the Village of Dexter/Town of Brownville line, the boundary follows Dexter's municipal line south to the middle of the Black River at the intersection of the Village of Dexter/Town of Hounsfield line, then continues upstream (easterly) along the Dexter/Hounsfield line to its intersection with the landward boundary in the middle of the southernmost dam spanning the river.





SECTION

II

INVENTORY AND ANALYSIS

## SECTION II - INVENTORY AND ANALYSIS

Planning for appropriate land use and development in the waterfront requires a clear understanding of its existing natural and man-made resources. To this end an inventory and analysis of existing conditions characterizing the Village of Dexter waterfront was undertaken. Problems, issues and opportunities confronting the village's revitalization efforts were thus identified.

### PREPARATION OF A LOCAL WATERFRONT INVENTORY

The New York State Coastal Atlas provides, in mapped form (1:24,000) an inventory and analysis of the State's coastal area. The four Coastal Atlas maps covering the Village of Dexter coastal area were reviewed: "Natural Resources Inventory," "Existing Land and Water Uses," "Development Considerations," and "Summary Map." Comparison of these maps with aerial photographs, village tax maps, field survey results and an extensive literature search provided the basis of the detailed local waterfront inventory as well as updated Coastal Atlas maps. The inventory identified locally significant resources, current land and water uses, important economic activities and significant coastal conditions.

Locally Significant Resources. Resources of State and local significance were examined under five categories: natural, community/cultural, aesthetic, historic and infrastructure. Although the inventory was concerned principally within the Dexter waterfront as defined by the NYS Coastal Area boundary, a broader perspective was required within certain resource categories to describe area-wide resources significant to Dexter's waterfront revitalization activities.

1) Natural Resources. The foremost waterfront resource is the Black River. With a 1,916 square mile drainage basin, the 112 mile long Black River drops 1580 feet in elevation from its headwaters at North Lake to its mouth at the eastern end of Black River Bay (Lake Ontario). Its last sharp drop in elevation as it passes Fish Islands attracted early settlers seeking water power for sawmills and gristmills. Over the one-hundred and seventy-two years that followed its first use for mills, the hydraulic power of the Black River has been a vital resource for the village. Today, dams span the river at Fish Islands enabling a small (36,000 KW) hydroelectric generating plant to tap this resource.

With a considerable improvement in water quality during the last decade, the Black River has also become an important fish habitat. Northern pike, smallmouth bass, bullheads, yellow perch, sunfish and rock bass are attracting a growing number of fisherman to the riverbanks. The New York State Department of Environmental Conservation has further enhanced the fishery by stocking approximately 523,000 chinook, coho salmon, and steelhead trout over the last four years.



Certain areas of the village waterfront are subject to inundation, creating the potential for damage to land uses within the floodplain. Flood hazard areas have been mapped by the Federal Insurance Administration of the Department of Housing and Urban Development and are delineated on the Coastal Atlas. Those portions of the waterfront affected by flooding include: the mainland areas south of Maynard Avenue, Water Street, Locke Street and Canal Street; and all of Fish Islands. Plate III - "Flood Hazard Areas," illustrates the extent of flooding in the waterfront area.

Black River Bay, although some distance from Dexter's defined coastal boundary, is very important to the village and the region. Here, at the mouth of the river, the Dexter Marsh Wildlife Management Area provides spawning areas for yellow perch, white perch (summer), and northern pike (late Spring); and breeding grounds for numerous species of birds including American bittern, least bittern, Virginia rail, long-billed marsh wren and, probably, black tern. Located on a major American flyway, the Dexter Marsh attracts concentrations of migrating waterfowl during the Fall. Dexter's waterfront provides convenient access for hunting, trapping and fishing in Black River Bay and the associated marshes.

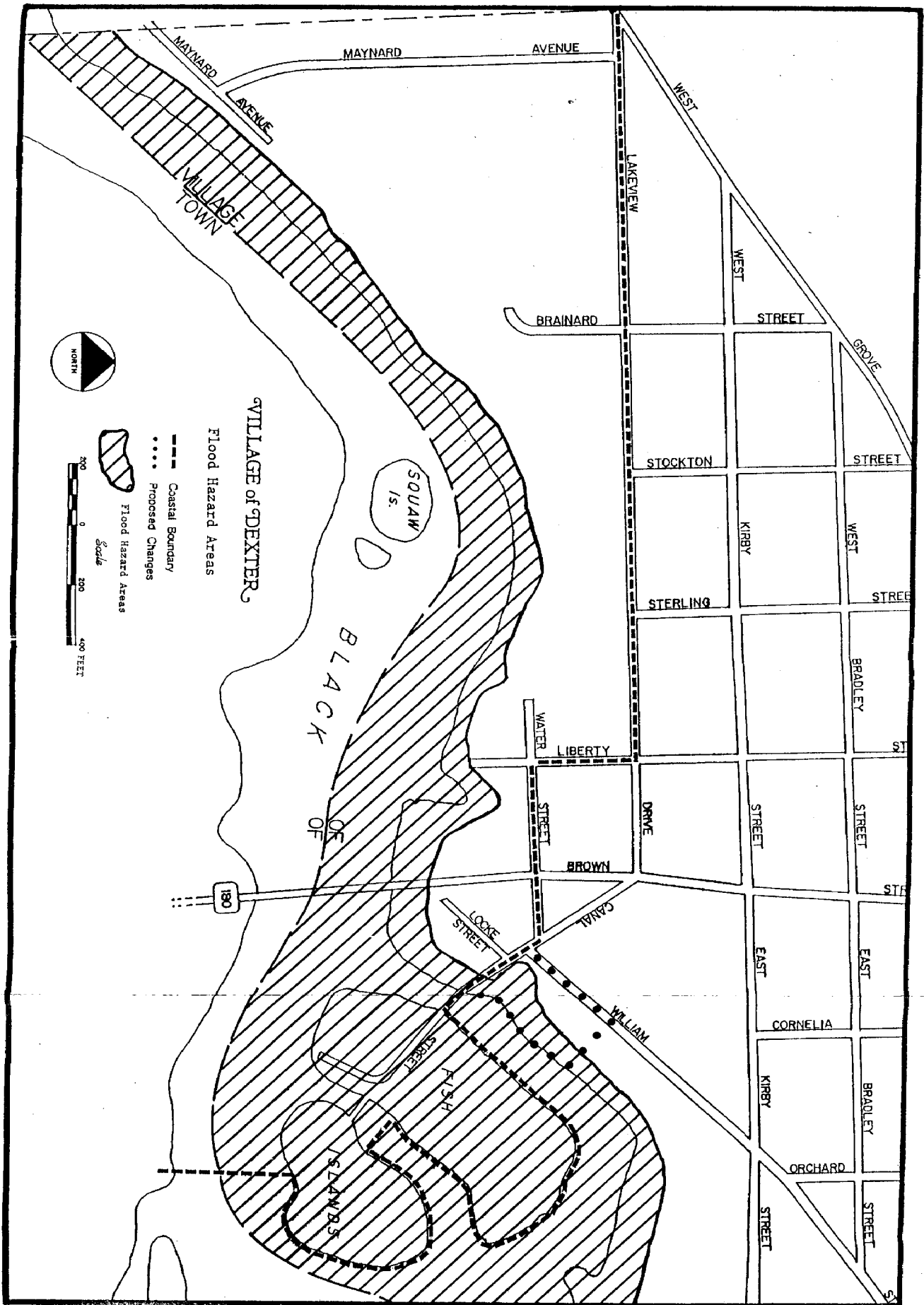
Local bedrock geology, shown on Plate IV, consists of sandstones and varying layers of limestones of marine origin. The most common geologic formations are of the Black River and Trenton groups.

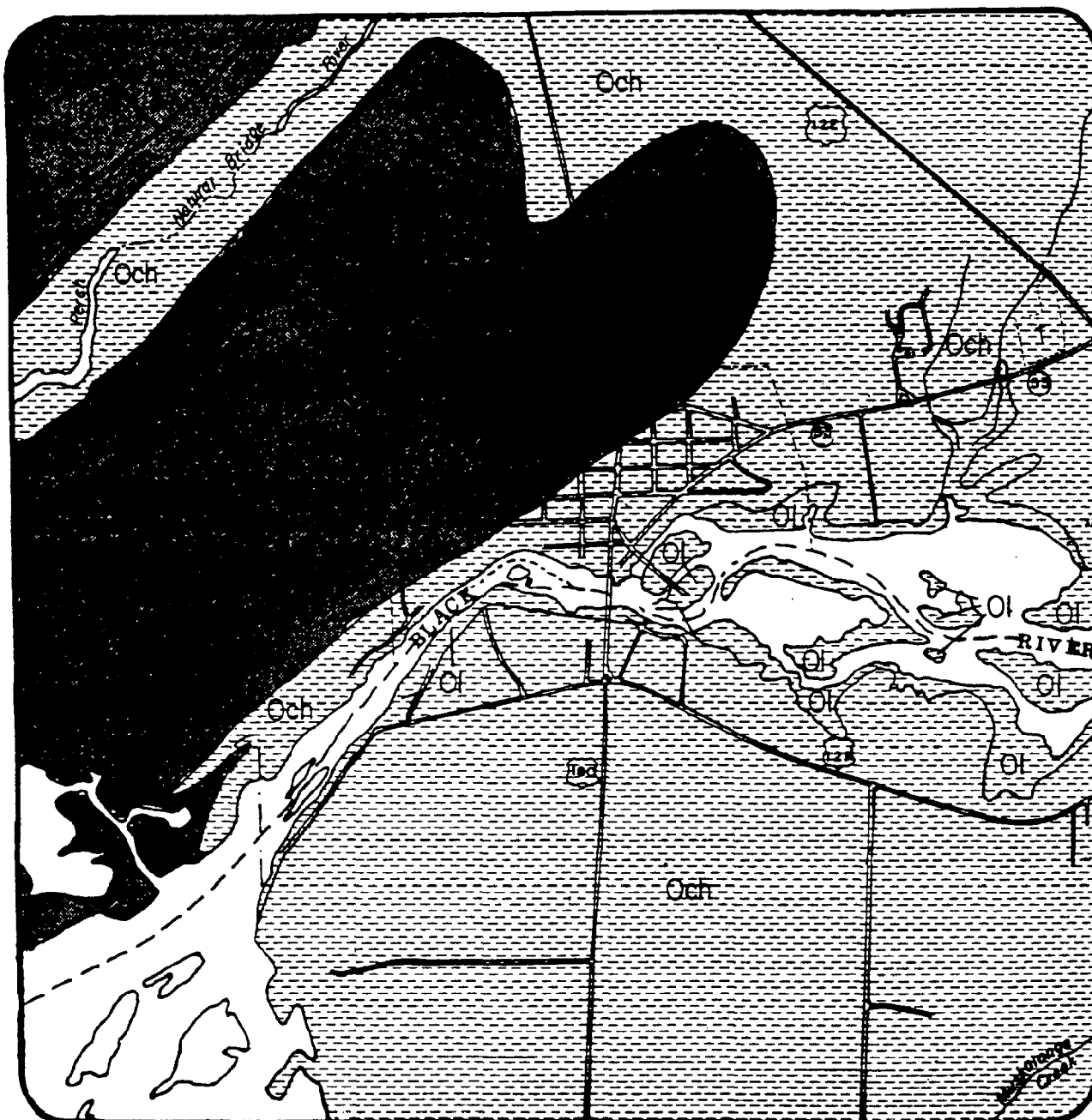
Surficial geologic deposits underlying the village are representative of those resulting from post-glacial lake and meltwater activities. Most common in the waterfront area are silts, clays, beach gravel, gravel wash and sea sands. These deposits are mapped on Plate V.

The topography of the waterfront rises from east to west along the Black River. A dramatic variation in terrain is exhibited to the west of the former Sulphite Mill where slopes exceed 15%. The remaining waterfront areas have slopes generally less than 8%. Slopes for the entire area are illustrated on Plate VI.

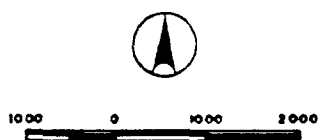
Soils in Dexter's waterfront consist of silty clay loams, "cut and fill" and "made lands." Fish Islands, as a result of earlier dredging and excavation activities, is classified as made lands. Cut and fill predominates in the areas south of Canal Street, Water Street and Lakeview Drive. Silty clay loams are found throughout the western portion of the waterfront area. Generalized soil types are shown on Plate VIII.

Vegetation located west of the former Sulphite Mill and on portions of Fish Islands is limited to forest and forest brushland types. Downstream, the extensive 1,200 acre wetlands complex at the east end of the Black River Bay is characterized by a variety of species of wetland vegetation, shrubs and pockets of wooded areas. Vegetation found in the Dexter waterfront is generally illustrated on Plate VIII.





**Dexter Area  
Natural Resources  
Inventory**



**BEDROCK GEOLOGY**

Black River Group



OI — Lowville Formation

Och — Chaumont Formation

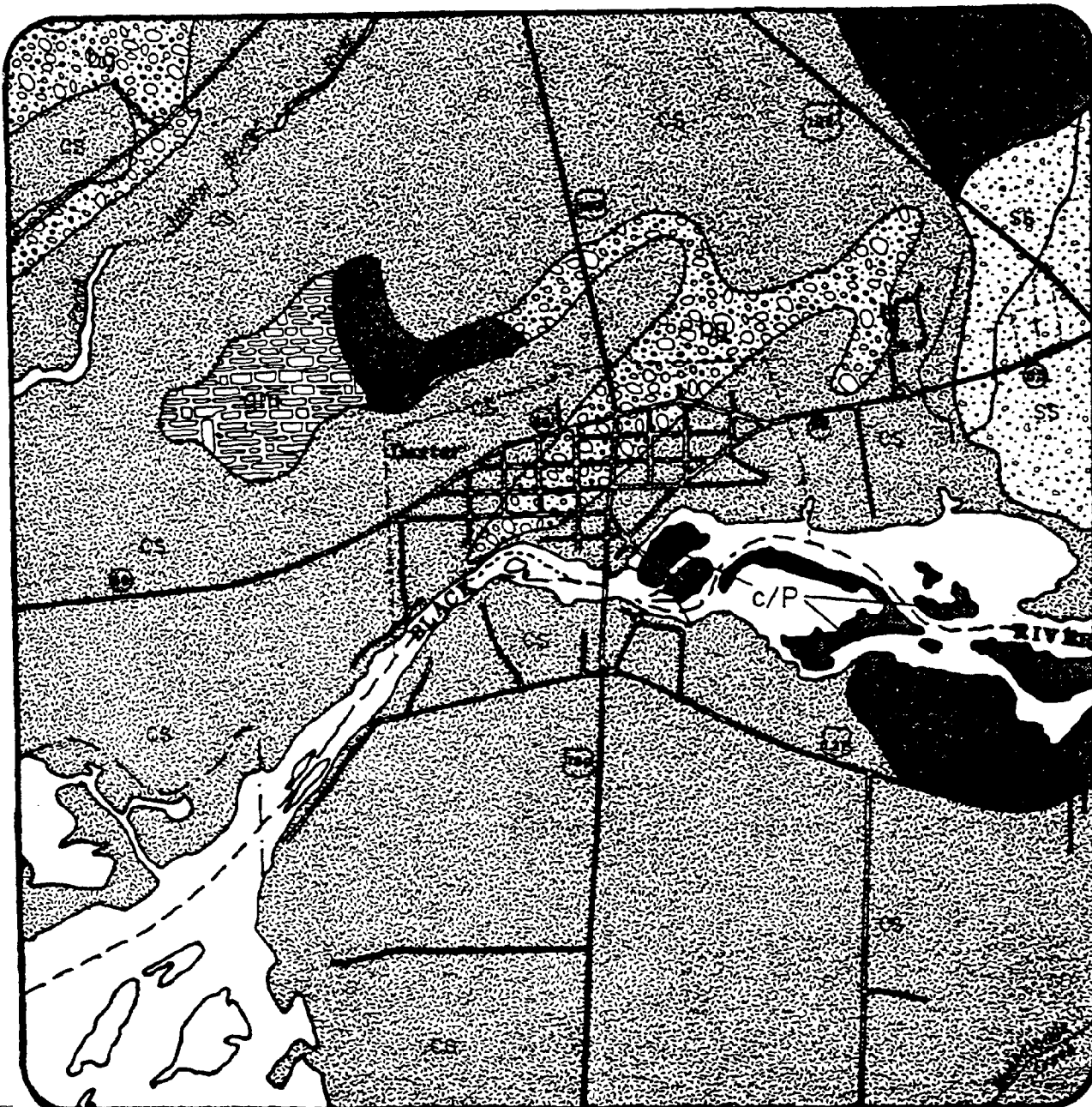
Trenton Group



Or — Rockland Formation

Ok — Kirkland Formation

Osh — Shoreham Formation



**Dexter Area  
Natural Resources  
Inventory**



0 1000 2000

**SURFICIAL GEOLOGY**



gm - Ground Moraine



bg - Beach Gravel



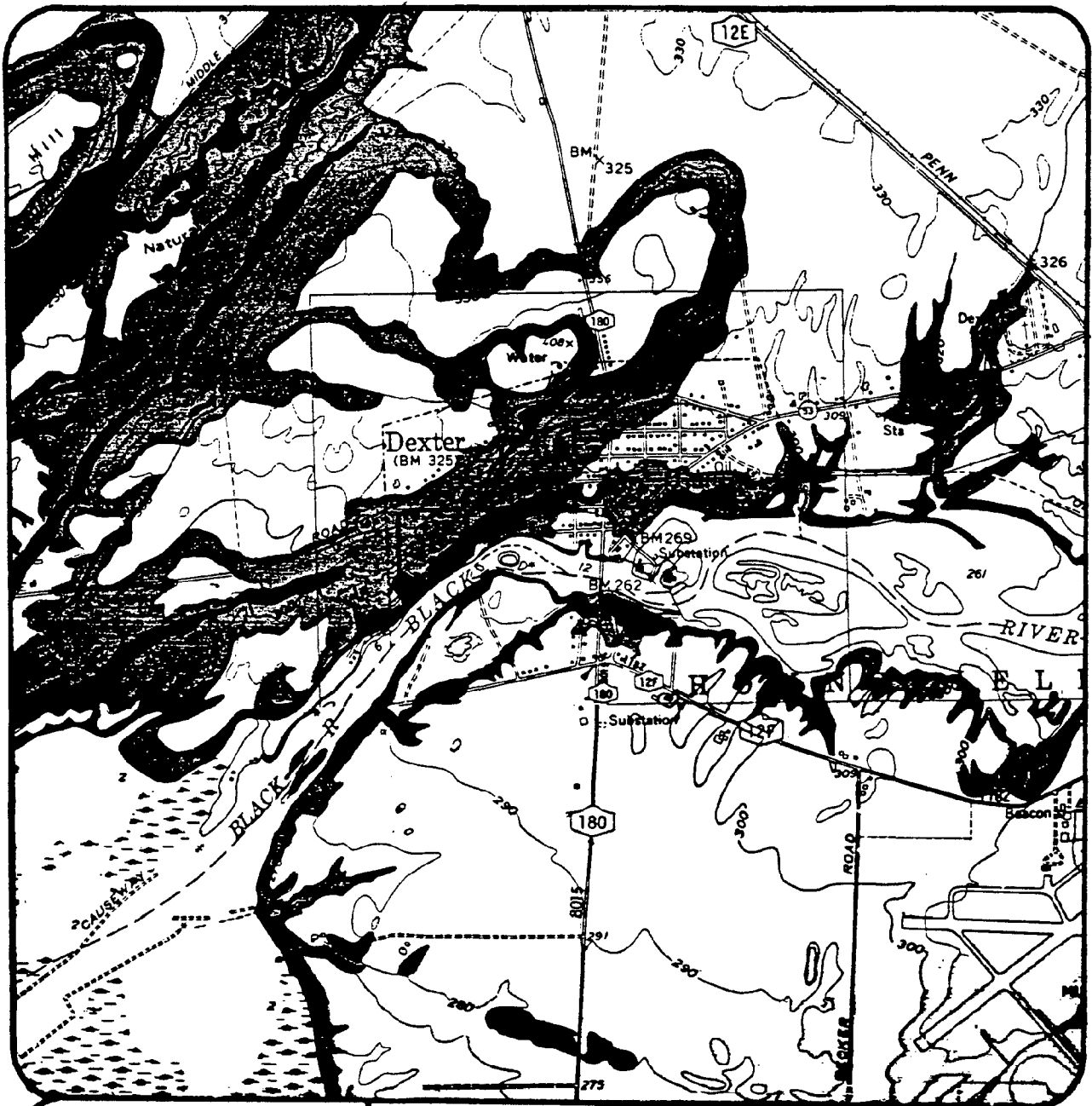
ss - Sand, Silty; Sea and Land



cs - Clay, Silty; Sea and Land



c/P - Thin Clay on Paleozoic Rock



**Dexter Area  
Natural Resources  
Inventory**



10 000 0 10 000 20 000

**TOPOGRAPHY**



0-8% Slope

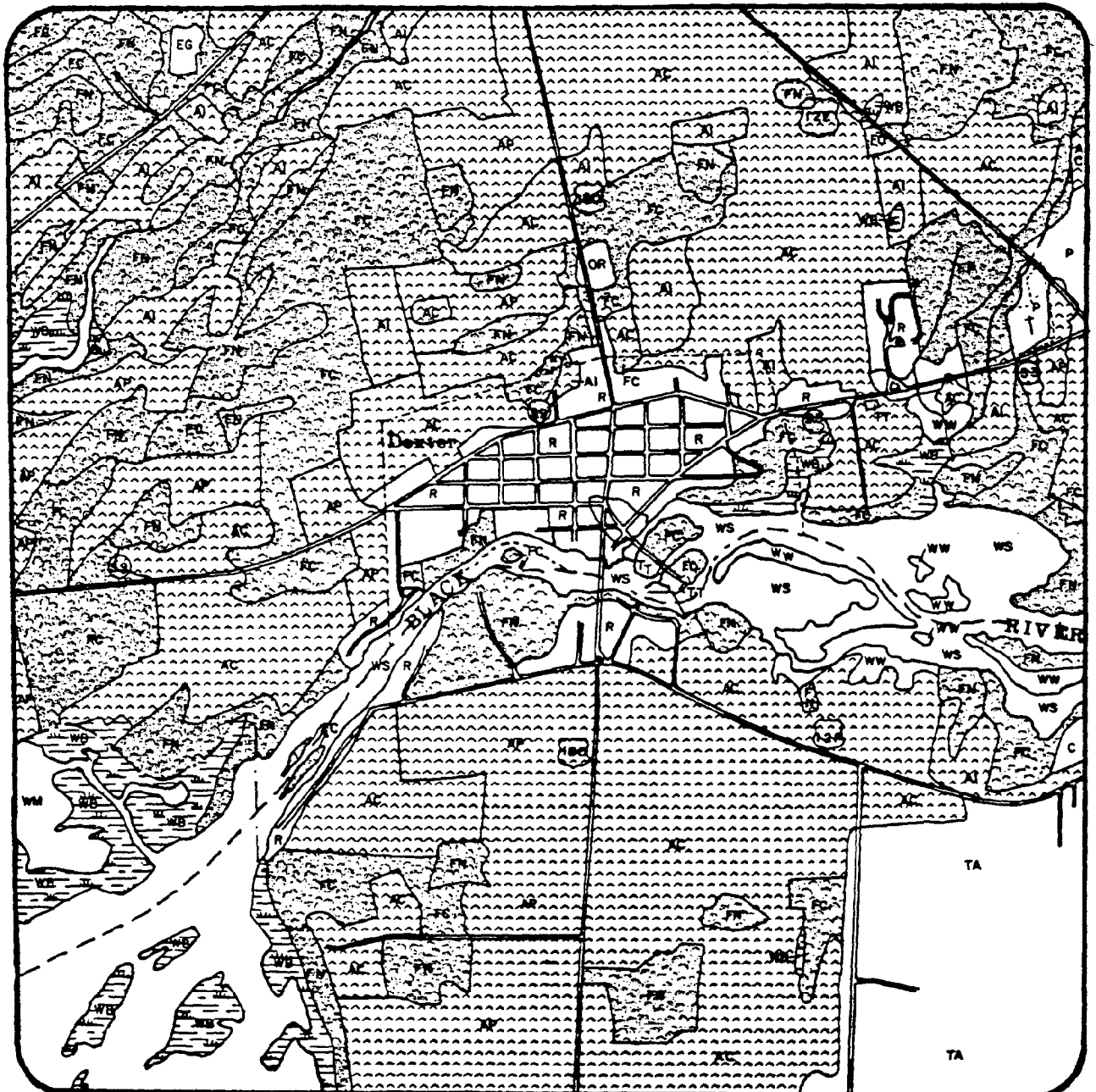


8-15% Slope



Over 15% Slope





# **Dexter Area Natural Resources Inventory**



1000 0 1000 2000

## **VEGETATION\***



### **Wetland**

Marshes, shrub wetlands and bogs  
Wooded wetlands  
Areas in embayments and sounds  
Streams and Rivers

WB  
WW  
WM  
WS



### **Forest**

Forest lands  
Forest brushlands

FN  
FC



### **Agriculture**

Cropland and cropland pasture  
Pasture

AC  
AP



Other: See Appendix

\*By LUNR Classification

2) Community/Cultural Resources. Housing the Dexter Volunteer Fire Department and municipal offices, the Municipal Building on Locke Street hosts an almost continuous progression of community events, educational programs and cultural functions including: senior citizen activities, special classes, public meetings and similar community events. The village's commercial core contains the main concentration of business establishments. Included are two small restaurants, three taverns and a small number of commercial retail shops.

Plate IX, "Village Owned Properties and Facilities" illustrates the extent and distribution of village-owned property and existing facilities within the waterfront area. Although much of this property is vacant or undeveloped, it nevertheless adds substantially to the community/cultural resource base. Existing facilities shown on Plate IX include: the Municipal Building; village maintenance building and parking lot adjacent to Locke Street; a village parking lot south of Water Street; one dual and one single boat launch, with parking; and the village's sewage treatment plant southwest of Liberty Street.

3) Historic Resources. Architecturally, there are very few buildings of any significance in Dexter. Most of the older structures in the waterfront area are extremely vernacular, with some Italianate detailing. In addition, most of the old buildings have been greatly remodeled without respect for the original architectural fabric. Two structures in the village center have some historical significance, however. On Locke Street behind the village maintenance building is the former village jail, dating from ca. 1825. On the east side of William Street is what was once the Mattison Hotel, built in 1841. Though somewhat altered, it is the last of a number of buildings which once housed tourists.

Other locally important historic resources are few. The old canal is buried, the locks and railroad are gone, and only a few vestiges of Dexter's historic waterfront can be seen among the rubble of the old mills. Archaeological resources have been disturbed and buried by the mill building demolitions decades ago. Much of the waterfront has been filled and altered in recent years in an effort to clean up the dangerous mill rubble and provide vehicular access to the waterfront. Significant archaeological resources are likely to exist in the few undisturbed areas of the waterfront, and archaeological site location maps from the NYS Division for Historic Preservation, OPR&HP, substantiate this. Given the topographical constraints of these remaining areas, however, it is unlikely that much prehistoric evidence of settlements will be found.

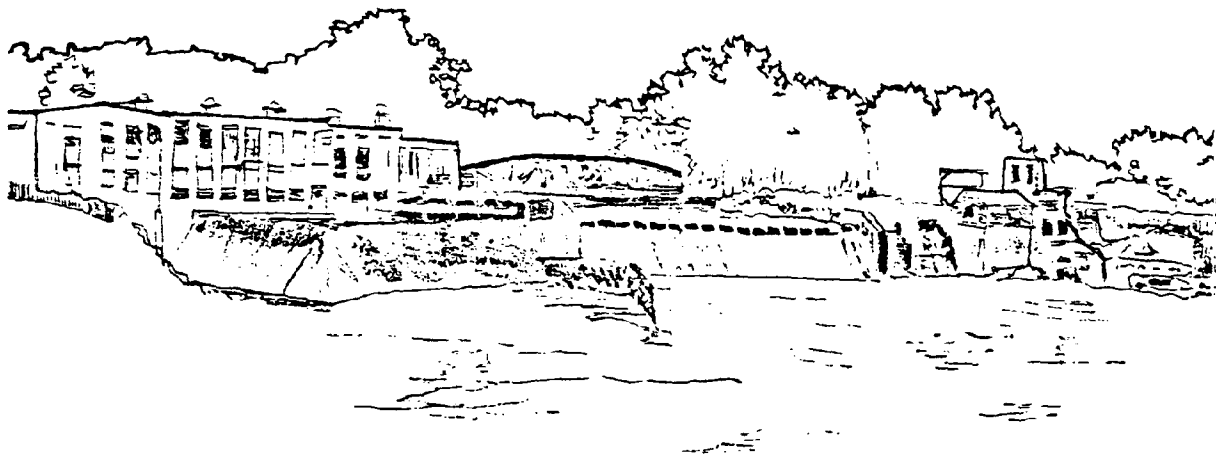
4) Scenic Resources. A broad and diverse panorama of the Dexter waterfront unfolds to the motorist heading north across the Black River on the NY Route 180 bridge. Ruins of former mills, heavy overgrowth of trees and brush, an existing dock and boat launches, the rear of structures in the village core and two hydroelectric

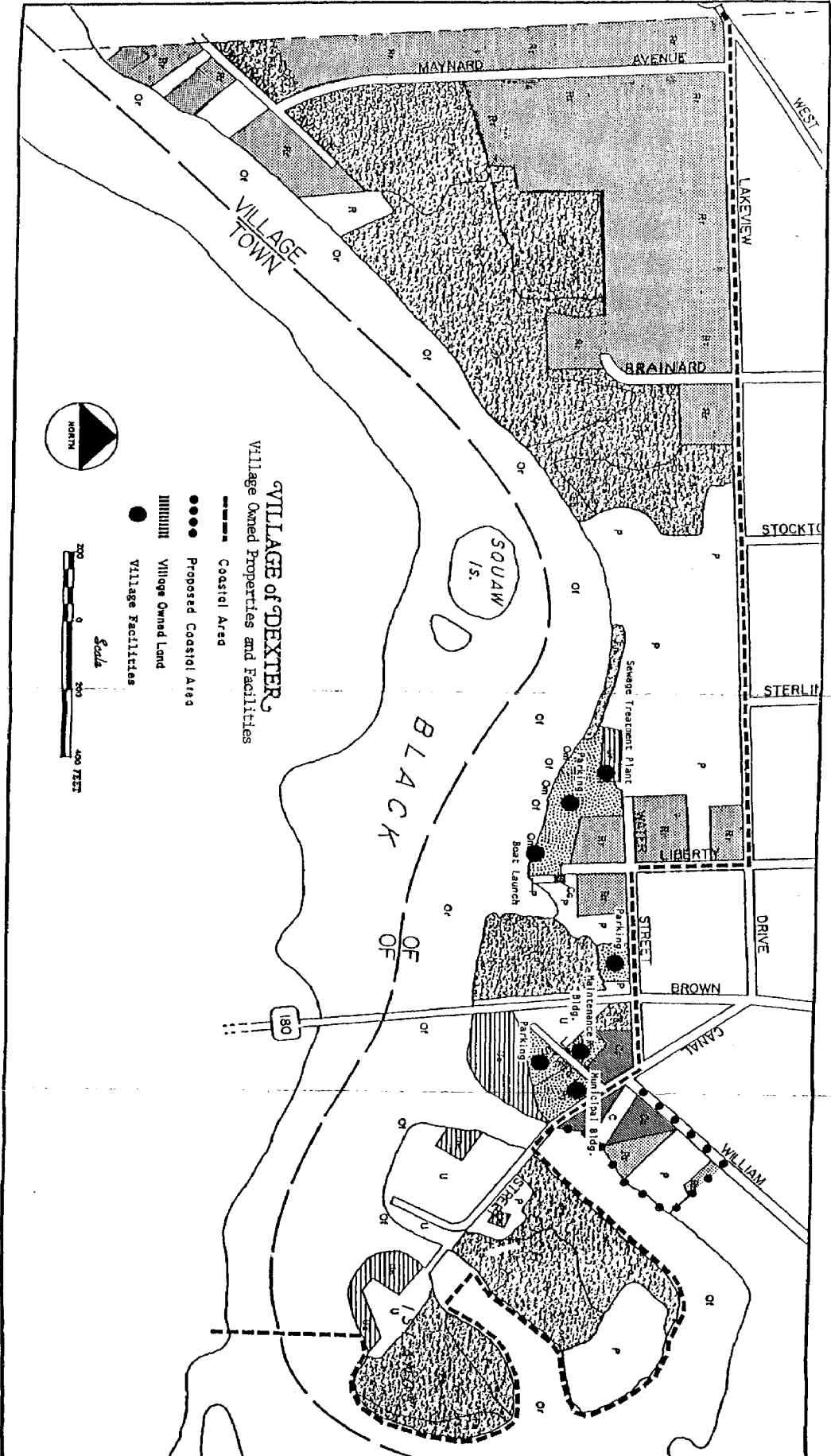


dams fill the foreground along the river. Climbing in elevation behind the waterfront, residential areas of the village provide a backdrop to complete the panoramic view.

The problems and opportunities of Dexter's waterfront can, in large measure, be quickly grasped from this vantage point. To the traveler on NY Route 180 (a link in the Seaway Trail), this sweeping view of the Black River and the village could provide a memorable impression of a coastal setting. The potential for enhancement of such a wide and interesting vista is tremendous.

Views upstream from the Fish Islands invite the onlooker to the expanse of calm waters impounded behind the three dams which link the islands to the north and south banks of the river. The heavily vegetated, natural setting of the impoundment is striking. Views downstream from both the village boat launch and the point of land abutting the west side of the NY Route 180 bridge are likewise inviting. Here, Squaw Island and the steeply rising lands along the northern riverbanks are the principal attractions.





5) Infrastructure. The Village of Dexter's municipal water system draws its supply from three deeprock wells (approximately 200 feet deep). The water is softened and chlorinated prior to distribution through six, eight and ten inch mains. In order to improve water quality and allow for future expansion of the system, the village has acquired a fourth well in the hamlet of Limerick.

With the exception of Fish Islands and a few dwellings in the southwesterly portion of the village along Maynard Avenue, the entire waterfront is served by sanitary sewers. Sewage is treated at a secondary treatment plant built in 1972 west of Water and Liberty Streets. The plant has a capacity of 100,000 gallons per day and operates, on average, at about seventy-five percent of its capacity.

The transportation system serving the Village of Dexter includes a network of local, county, state and interstate roads and an international airport. Plate X illustrates this transportation network. Regional transportation serving the area includes Interstate 81 (seven miles to the east), the Watertown International Airport (one mile to the east) and rail services in Watertown (ten miles to the east).

NY Route 180 is the only major highway passing through the village. It provides a direct linkage to NY Routes 12E and 3 (south of the village) and to NY Routes 12E and 12 (north of the village). County Routes 53 and 59 serve as local collector roads and provide access to the Village of Brownville and Pillar Point. The remaining streets in the village carry relatively low volumes of local traffic.

Current Land and Water Uses. Analysis of the Dexter waterfront area indicated five principal categories of land use: residential, commercial, transportation/utilities/communications, public/semi-public and vacant. Plate XI entitled "Village of Dexter - Existing Land and Water Uses," shows their extent and distribution.

1) Residential. Although nearly three-quarters of the village as a whole falls in the residential category, residential land use in the waterfront is limited to about one-tenth of its total area. Single family homes are found to the west of the former Sulphite Mill on Brainard Street, Maynard Avenue and along the south side of Lakeview Drive. A few other homes are located to the east of the mill property at the intersection of Liberty and Water Streets. Several multi-family residences are situated in the Village core area along Canal and William Streets.

2) Commercial. With the exception of a small bait and tackle shop next to the village boat launch, all of the commercial waterfront land uses occur near the intersection of Canal and William Streets which traditionally provided a focal point for the village. Three taverns (one currently vacant and one just outside the coastal area boundary), a liquor store, a barber shop, a wood stove retail store, a general store with a snack bar, a laundromat, a coffee shop and a T.V. repair shop comprise the core's commercial facilities.

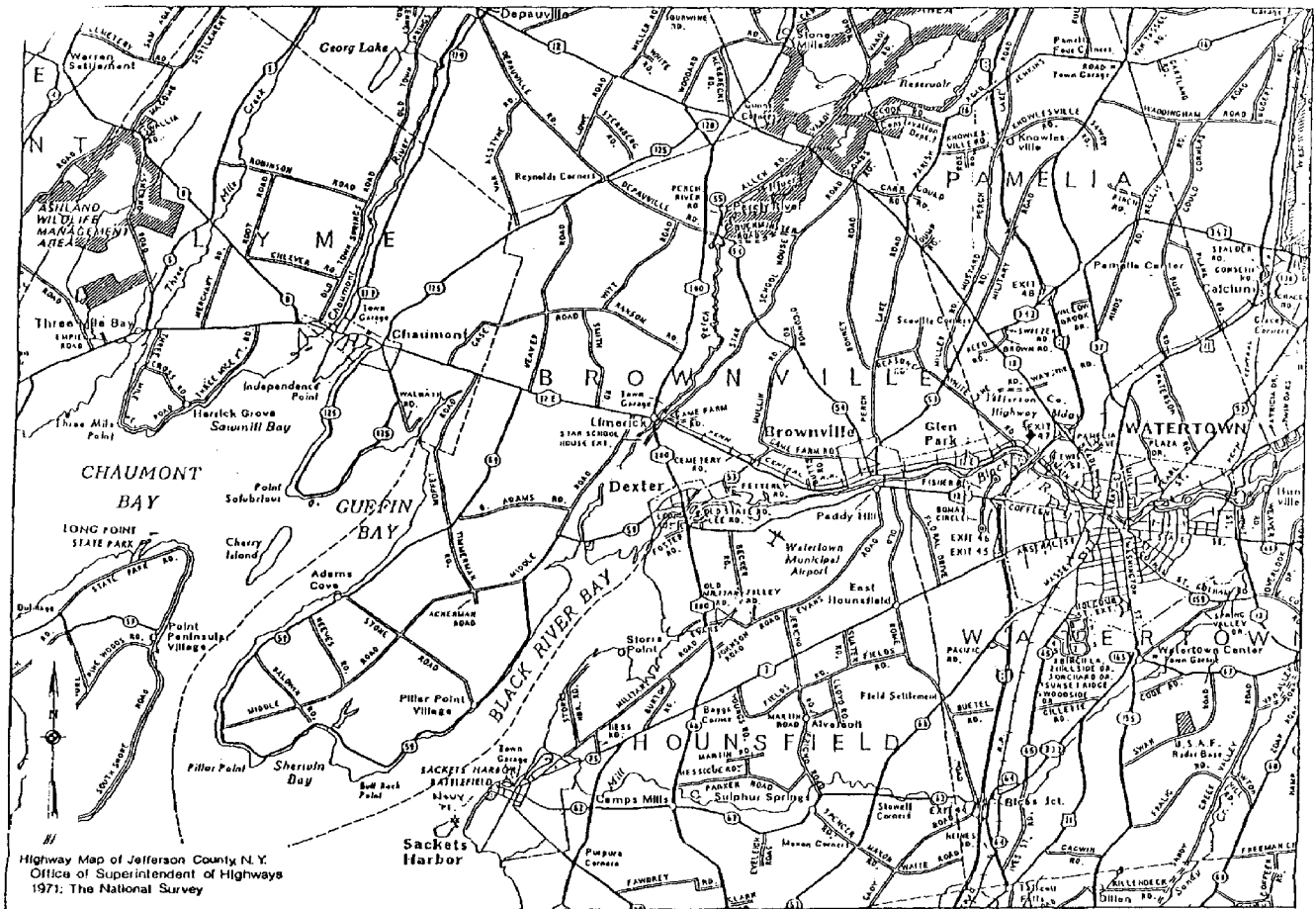
3) Transportation/Utilities/Communications. Plate XI shows, in addition to the principal streets serving the waterfront, two important land uses in the "utilities" category. The first, involving facilities for production of hydroelectric power, the Hydro Development Group Incorporated, occupies the southernmost portions of the village core and the largest Fish Island, the entire smaller island and, includes the three dams spanning the Black River. Sewage treatment facilities for the village are the second. These are found on the south side of Water Street adjacent to the boat launch parking area.

4) Public/Semi-Public. Only a few public land uses are currently found in the waterfront. Foremost are the municipal buildings (fire department and village offices), its parking lot, and the DPW garage located in the core between the commercial uses and part of the hydroelectric facilities. West of the NY Route 190 bridge to the south of Water Street, public lands uses include a small municipal parking lot opposite the Key Bank Building, the existing twin boat launch ramps, one hundred feet of dock, boat launch parking and public restrooms. Part of the former Sulphite Mill site is used for stockpiling sand used on the village streets during the winter.

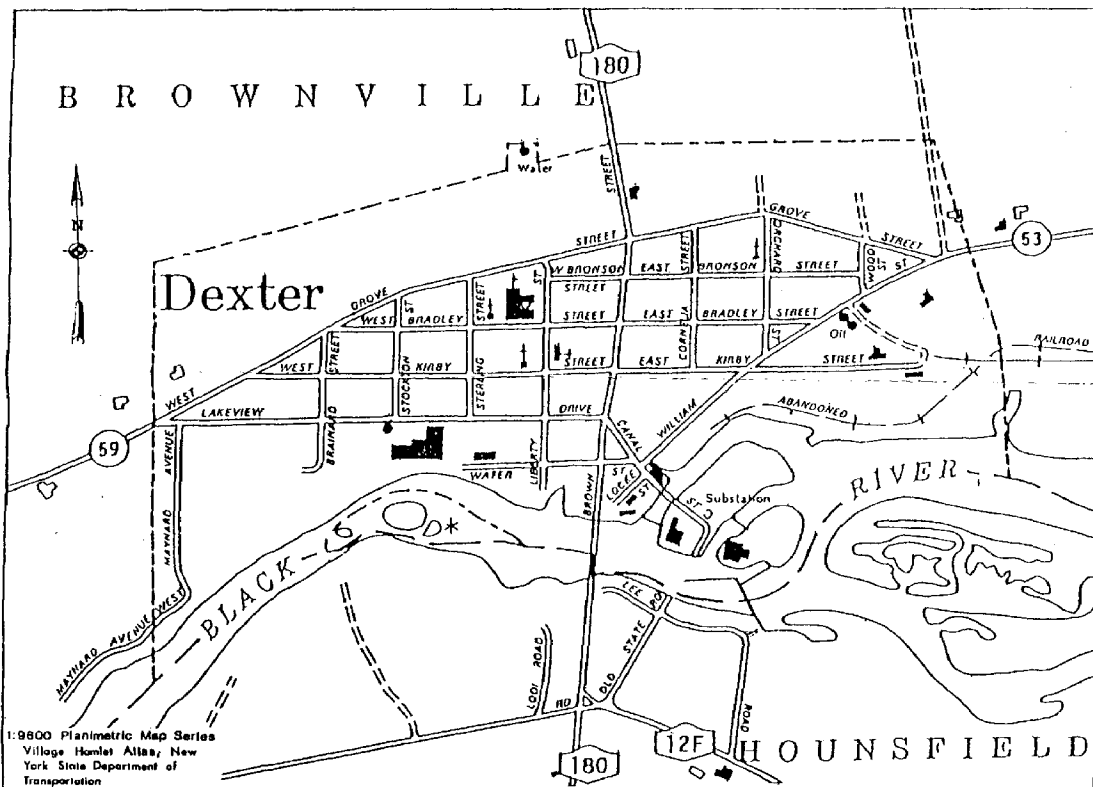
5) Vacant. Comprising more than one-half of Dexter's waterfront, vacant land is by far the most prevalent category. Plate XI illustrates the extent of vacant land, including areas classified as forest or forest brushland. Pulp and paper mills once occupied extensive areas in Dexter along the Black River. Abandonment and demolition of most of the mills since the middle of this century has resulted in vast areas of vacant, deteriorated waterfront coming under village ownership or, in certain cases, being acquired by adjoining residential land owners.

The largest block of vacant land is located generally along the river west of Liberty Street and south of Lakeview Drive. Several abandoned, crumbling structures of the former Dexter Sulphite Pulp and Paper Company still stand in the center of this area surrounded by extensive wooded area to the west and brush-covered vacant land to the south and east. Further east, along the west side of the NY Route 180 bridge is another village property. Here, a heavily wooded point of land south of and surrounding the parking lot opposite the Key Bank building, separates the boat launch area from the State highway. To the east of the NY Route 180 Bridge is a vacant parcel owned by the Hydro Development Group Inc.

East of the village core, the Fish Islands are similarly characterized as covered with forest or forest brushland and with the exception of the hydroelectric generation facilities, are mostly vacant. Formerly occupied by the Frontenac and the St. Lawrence pulp and paper mills, Fish Islands today are largely devoid of structures and active land use.



Transportation Network



Important Current or Potential Economic Activities. The Hydro Development Group's hydroelectric generation facilities constitute one of the community's more significant economic activities in the waterfront. The facilities were originally built to supply pulp and paper mills with power. Today, they are still important, tapping the river as a renewable energy resource for hydroelectricity. As a stable contributor to the village's tax base and as a local employer, the firm benefits the area economy as well as the State's overall energy picture. With roughly one-third of maximum capacity developed at present, expansion of hydroelectric production could be an important future economic activity in the waterfront.

Current fishing activities in Dexter's waterfront have been greatly enhanced by DEC's stocking of salmon and steelhead trout in the Black River below the dams. The sport fishery now developing could bring considerable economic benefits to the community through a seasonal influx of fishermen and spectators drawn by the Fall and Spring spawning runs of these fish. Installation of a fish ladder, between the Fish Islands (planned for the Summer of 1984) will allow salmonids to pass upstream beyond the dams, thus extending the fishery to Brownville. Additional demand for access to upstream areas is expected to foster further economic activity on the Fish Islands and the village core.

Redevelopment of the former Sulphite Mill is perhaps the most important proposed economic activity in the waterfront and the community as a whole. With the assistance of the Jefferson County Industrial Development Agency (JCIDA), the Frontier Housing Corporation in Dexter and the Technical Assistance Center in Plattsburgh, \$1.5 million in federal grants are being secured to renovate and reuse the main structure of the old mill. Once refurbished, this structure would be used as an "incubator building" to foster the development of new business enterprises. Subsequent economic benefits to the village, by way of local employment opportunities and increases in its tax base, are forecast to be considerable.

Commercial establishments in the village core currently provide many of the needed local services. As the attraction of anglers, tourists and businesses in the "incubator building" increase, the development of new commercial facilities can be expected along with a strengthening and possible expansion of existing business activities. Additions to the tax base, a small number of new jobs and a better diversification of local business services are potential economic benefits.

Significant Coastal Conditions. Preceding sections of the inventory identified conditions characterizing the Village of Dexter coastal area. In summary, the significant coastal conditions are listed below:

- (1) extensive vacant and deteriorated waterfront areas, substantial portions of which are held in public ownership;
- (2) important natural resources along and accessible from the waterfront, including fish and wildlife, significant habitats, and the Black River itself for its hydraulic power and recreational activities;
- (3) significant vistas of the waterfront and of the river from the waterfront which enhance the viewer's experience of the coastal setting;

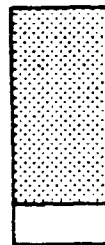
## Agriculture



{ Ac - Cropland  
Ap - Pasture  
Ax - Other Agriculture

A - Inactive

## Residential



{ Rr - 1 & 2 Family  
Rm - 3 or More (Multi-family)

R - Vacant

## Commercial



{ Cc - Retail Trade  
Cr - Recreational  
Co - Office & Non Retail  
Cx - Other Commercial

C - Vacant

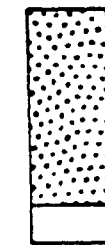
## Industrial/Extractive



{ Il - Light  
Ih - Heavy  
Is - Industrial Storage  
Ix - Other Industrial  
Es - Stone Quarries  
Eg - Sand & Gravel Pits  
Ex - Other Mining

I/E - Vacant

## Public/Semi-Public



{ Pg - Government Services  
Pe - Educational  
Pr - Recreational  
Ps - Semi-Public

P - Vacant

## Transportation/Utilities & Communications



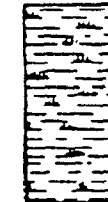
{ Ta - Airports  
Tr - Railways  
Tw - Water Transport  
Tx - Other Transportation  
Ue - Electric Gen./Dist.  
Ug - Gas & Oil Transmission  
Us - Water Treatment  
Ur - Solid Waste Management  
Ux - Other  
T/U - Vacant

## Forest



{ Fn - Forest  
Fb - Forest Brushland  
Fp - Forest Plantation

## Wetlands

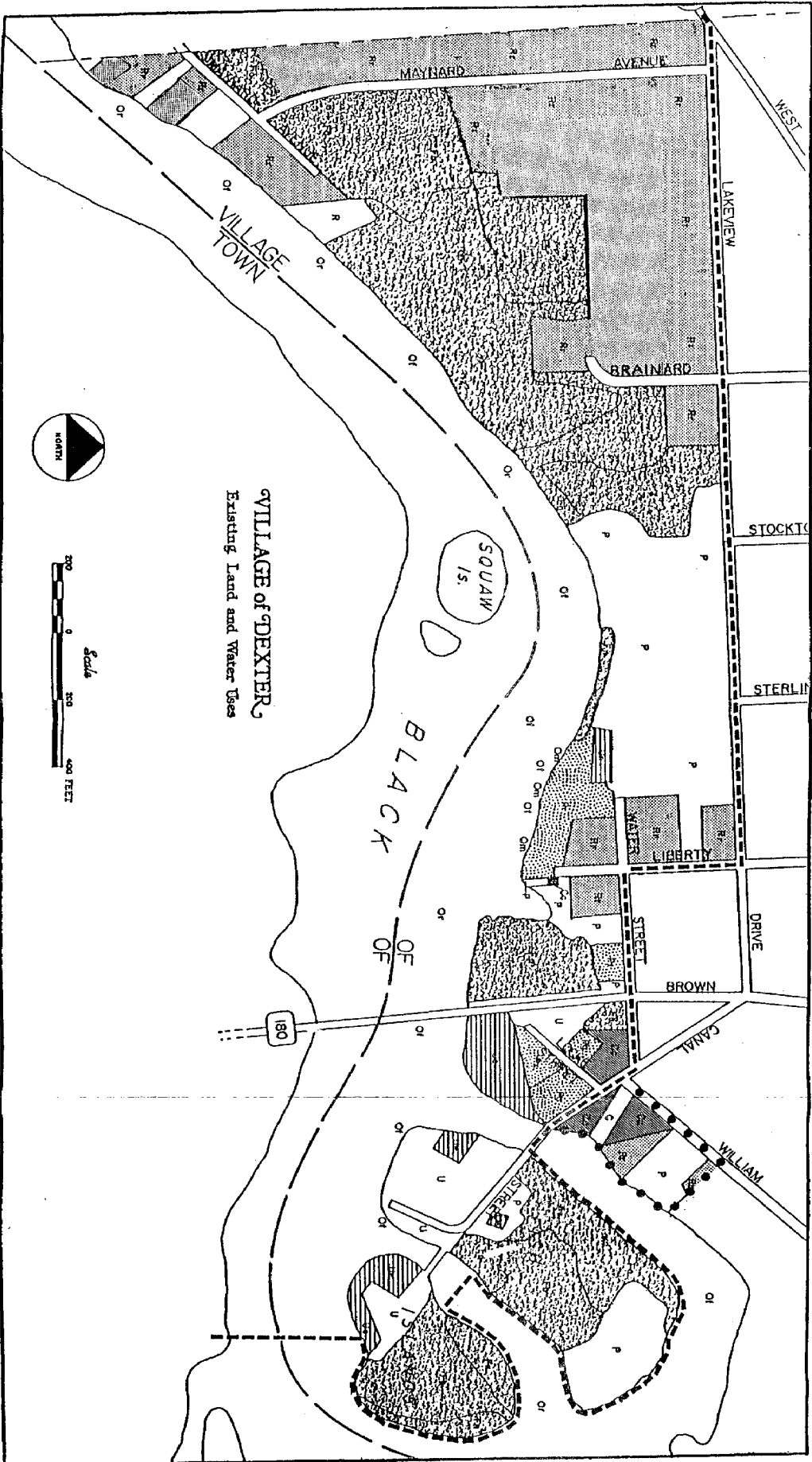


{ Wp - Public/Recreational  
Wx - Other

## Non-Productive Lands



{ Ns - Sand & Beach  
Nr - Exposed Rock Cliffs



VILLAGE of DEXTER,  
Existing Land and Water Uses



- (4) growing demand for access to and recreational use of the Black River and Black River Bay for fishing, boating and hunting and available public lands to provide such access; and,
- (5) significant economic development opportunities for the waterfront through expansion of hydroelectric generation facilities, a maturing salmonid sport fishery, renovation of the former Sulphite Mill and revitalization, expansion and further development of commercial establishments in the village core.

#### ANALYSIS OF LOCAL WATERFRONT CONDITIONS

The inventory of Dexter's waterfront provided a basis for analyzing local waterfront conditions, including problems, issues and opportunities. Local circumstances were analyzed under two broad categories - land use conditions and development considerations.

Land Use Conditions. Existing land uses in the Dexter coastal area were evaluated and classified according to the prevalence of: (1) deteriorated and underutilized, (2) important but threatened, and (3) stable conditions. Plate XII, entitled "Village of Dexter - Land Use Conditions," shows the deteriorated and underutilized areas (by number), and the important but threatened areas (by letter). The remaining waterfront areas on this plate are indicated as stable.

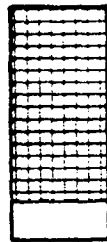
1) Deteriorated and Underutilized Areas. Deteriorated and underutilized waterfront areas are those where the effect of a steady exodus over time has left them abandoned, deteriorated and often underutilized. Four principal deteriorated and underutilized waterfront areas were identified:

- (Area 1) Fish Islands
- (Area 2) William Street
- (Area 3) Point of Land Abutting NY Route 180
- (Area 4) Site of the former Dexter Sulphite  
Pulp and Paper Mill

(Area 1) - Fish Islands. Fish Islands, originally a single island, provided a strategic "stepping stone" for dams and, later, bridges spanning the Black River at its last drop in elevation before entering Black River Bay. Although the first dams were wooden structures and subject to washing out, later dams were more substantial.

In the mid 1800's, the Frontenac Paper Company and the St. Lawrence Pulp and Paper Company established mills on these islands using hydroelectric power from the dams. By 1949, however, both mills had ceased operations. After a fire nearly destroyed the buildings in 1950, Raymond Frank bought the property to operate a small hydroelectric generation plant amidst the ruins.

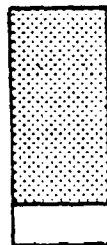
## Agriculture



- { Ac - Cropland
- { Ap - Pasture
- { Ax - Other Agriculture

A - Inactive

## Residential



- { Rr - 1 & 2 Family
- { Rm - 3 or More (Multi-family)

R - Vacant

## Commercial



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- { Cr - Recreational
- { Co - Office & Non Retail
- { Cx - Other Commercial

C - Vacant

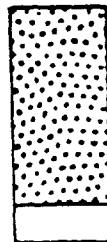
## Industrial/Extractive



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- { Ih - Heavy
- { Is - Industrial Storage
- { Ix - Other Industrial
- { Is - Stone Quarries
- { Mg - Sand & Gravel Pits
- { Ex - Other Mining

I/E - Vacant

## Public/Semi-Public



- { Pg - Government Services
- { Pe - Educational
- { Pr - Recreational
- { Ps - Semi-Public

P - Vacant

## Transportation/Utilities & Communications



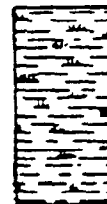
- Ta - Airports
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- Tw - Water Transport
- Tx - Other Transportation
- Ue - Electric Gen./Dist.
- Ug - Gas & Oil Transmission
- Us - Water Treatment
- Ur - Solid Waste Management
- Ux - Other
- T/U - Vacant

## Forest



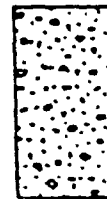
- { Fn - Forest
- { Fb - Forest Brushland
- { Fp - Forest Plantation

## Wetlands

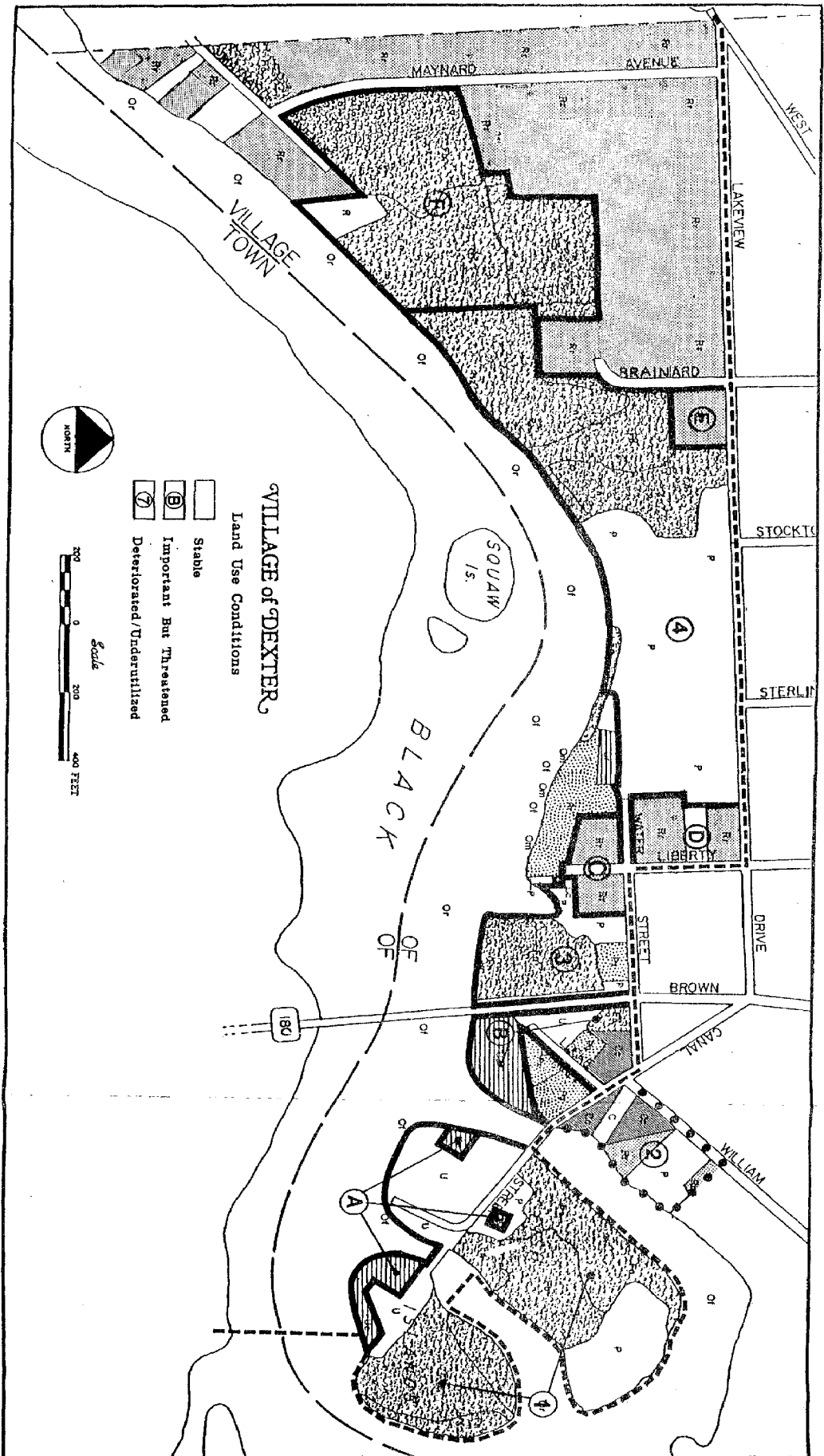


- { Wp - Public/Recreational
- { Wx - Other

## Non-Productive Lands



- { Ns - Sand & Beach
- { Nr - Exposed Rock Cliffs



Two bridges carried the former NY Route 179 from the southern banks of the river to the islands and from the islands to the north side of the river. With the construction of a new single span bridge for NY Route 180 further to the west, the southerly span to Fish Islands was removed.

Currently, Fish Islands are accessible only from the northern span, the Canal Street Bridge. The Hydro Development Group Incorporated owns and operates the hydroelectric generation facilities located on the southerly portions of both islands. Vacant property north of Canal Street on the larger island is owned by the village. The land is overgrown with vegetation and strewn with rubble. Nevertheless, its close proximity to the village core, its control by the municipality and its potential for providing access to the reaches of the Black River upstream from the dams cause this portion of the Fish Islands to be especially appropriate for public access and recreation.

Stocking of salmonids in the Black River by the NYS Department of Environmental Conservation (DEC) has already attracted numerous fishermen to the southerly end of Fish Islands. Construction of a fish ladder at the middle dam between the two islands was stipulated by DEC in the Hydro Development Group's operating permit. When completed, spawning salmon will be able to pass upstream above the dams. The resultant demand for public access will focus even greater attention on the village's holdings on the larger of the two Fish Islands.

The smaller island (owned entirely by the Hydro Development Group, Inc.) is largely undeveloped and overgrown with forest and forest brushland. Its openness, location on the river and proximity to the hydroelectric facilities could be attractive to water-dependent utility storage.

(Area 2) - William Street. Along the east side of William Street in the village core, the mixed commercial and multi-family residential land uses occupy buildings which vary widely in structural condition. Some of the structures are seriously deteriorated. Others are partly or wholly vacant. Separating the structures in this area from single-family residences located to the northeast (beyond the coastal area boundary) is village owned vacant land.

(Area 3) - Point of Land Abutting NY Route 180. When the new bridge was constructed, its single span carried NY Route 180 from the high southern side of the river to a lower point of land jutting into the river on the northern side just west of the village core. A deep drainage swale that passes under the highway through a large culvert served to cut the point off from the village. Access to the point must either follow the State right-of-way across the top of this culvert or cross the drainage swale. Isolated in this manner, the point has remained undeveloped and heavily covered with vegetation. Its proximity to the village core, an existing parking lot to the north of the swale on the south side of Water Street, access to a small cove into which the drainage swale empties and a splendid vista of the river downstream invite a recreational use of this area.

Its visibility to motorists entering the village from the south across the bridge could contribute significantly to the community's waterfront character.

(Area 4) - Site of the former Dexter Sulphite Pulp and Paper Company. Referred to locally as the old Sulphite Mill site, this area constitutes the largest single area of deteriorated and underutilized waterfront in the village's waterfront. First established in 1889, the mill expanded to a total of sixteen buildings with operations contributing significantly to the local economic base during the first three decades of this century. However, competition from other paper mills, transportation costs and changing pulp and paper markets doomed the mill. The site and its mass of structures were eventually abandoned after it ceased operation in 1942. Still later, many of the mill structures were dynamited to salvage steel.

Today only the crumbling hulks of the bag factory/screen room and the sulphur burning building remain standing in the northern portion of the site near Lakeview Drive. The rest of the property is strewn with rubble, overgrown with vegetation and unused. Recent engineering studies have confirmed the structural soundness of the three level bag factory/screen room building and determined its potential for renovation. The sloping topography of the site would afford at-grade access to each level in the structure. Presently under village ownership, the site's openness, accessibility from Lakeview Drive and Water Street, existing infrastructure, and shoreline location all favor redevelopment in general and water dependent industrial uses in particular.

2) Important but Threatened Areas. Land uses categorized as important but threatened are those requiring specific local attention, programs and solutions to stabilize existing conditions as well as to provide protection from the impacts of future development involving nearby vacant or underutilized properties. Public and private reinvestment in such uses, and where appropriate, regulatory devices will assure their continued stability and vitality. Six areas of important but threatened land uses were identified in Dexter's waterfront area. With their specific locations alphabetically keyed to Plate XII they are:

- (Area A) Hydro Development Group Incorporated
- (Area B) Village Core South of Canal Street
- (Area C) Southern Segment of Liberty Street
- (Area D) West of Liberty Street
- (Area E) Corner of Brainard Street and Lakeview Drive
- (Area F) Southwest of the former Sulphite Mill.

(Area A) - Hydro Development Group Incorporated holdings on Fish Islands. As the village's only industry, the Hydro Corporation

has reinvested considerable capital in its hydroelectric generating facilities since it acquired its holdings in 1978. Nevertheless, the structures and grounds still reflect a degree of obsolescence and deterioration. The threats to this area relate to the growing demand for public access for salmon fishing. The southern portion of Fish Islands, owned by the hydro firm, has attracted numerous fishermen during the Fall salmon runs. Construction of the fish ladder will increase the demand for public access in this area. In order to ensure safe public access to the river while controlling the impacts on private property, a close working relationship between village officials and the Hydro Corporation will be necessary.

(Area B) - Village core south of Canal Street. The mixed public and private uses in this portion of Dexter's waterfront have experienced a decline in vitality since the construction of the NY Route 180 bridge. Traffic which previously passed through the core now bypasses it along its western side. Although few of the structures here are severely deteriorated, the lack of capital reinvestment in the aging buildings and the unsightly condition of the riverbank threaten the core area's already diminished vitality. Public and private reinvestment through facade renovation programs, shoreline clean-up, landscaping and vegetative screening is needed to enhance the waterfront character of the village core.

(Area C) - Southern segment of Liberty Street. Residences situated to the north of the village's boat launching facilities are threatened by the impacts associated with the increasing demand for public access to the river. These impacts include increased traffic flows, exposure due to the lack of vegetative screening and overflow parking on the streets. Additional plantings and increased parking capacity near the boat launch are needed to mitigate most of the impacts.

(Area D) - West of Liberty Street. The deteriorated condition of the former Sulphite Mill site and increased activity at the boat launch facilities threaten residences in this area by deterring private reinvestment and depressing property values. Public and private reinvestment through redevelopment of the mill site, landscaping and the use of vegetative buffers will assure its continued stability and vitality as a residential neighborhood.

(Area E) - Corner of Brainard Street and Lakeview Drive. This area is similarly impacted by the deteriorated condition of the former mill. Again, redevelopment of the mill site will help to stabilize property values and encourage private reinvestment in the area's residential structures.

(Area F) - Southwest of the former Sulphite Mill. Lying between the former mill and Maynard Avenue, this forested tract, with some vacant lots, is the largest undeveloped coastal area in the village.

Extensive development here may foreclose other waterfront opportunities and jeopardize the effects of vegetative screening and open space afforded by the wooded area.

3) Stable Areas. All remaining areas of Dexter's waterfront were classified as stable. Although stability is a relative term for comparison with deteriorated or underutilized and important but threatened areas, stable areas were generally characterized by viable existing land uses, negligible deterioration and the absence of imminent or predictable threats from potential development. Conditions which would cause or accelerate obsolescence and blight were limited or non-existent.

Development Considerations. Development considerations for the Dexter waterfront were evaluated and classified under two groups: (1) natural resources; and, (2) man-made resources.

1) Natural Resources. The natural resources within Dexter's coastal area represent some of the village's greatest assets for waterfront revitalization. On the other hand, such resources may embody development liabilities. Thus, their role and proper use must be considered carefully in undertaking public or private development activities. Predominant natural resource concerns for new development in the village's waterfront include:

- A) Water Quality
- B) Flood Hazard Areas
- C) Soils
- D) Slope
- E) Natural Areas

(A) - Water Quality. Recreational, industrial and other uses of the Black River could be severely limited by water quality deterioration. While water quality is often a primary attraction for development, it is also most sensitive to development. The reach of the Black River below the dams at Fish Islands has been classified as "C" by the Department of Environmental Conservation. (Class "C" waters are suitable for fishing and all other uses except as a source of water supply for drinking, culinary or food processing purposes and primary contact recreation such as swimming, diving, waterskiing and skindiving). Dexter's waterfront program is dependent on recreational and industrial uses of the river within its waterfront area (fishing, boating and hydropower). Therefore, the potential impacts of future development activities on water quality must be considered.

(B) - Flood Hazard Areas (see Plate III). Flooding of low lying areas along the river results from heavy precipitation and rapid snow-melt throughout the Black River basin, especially from the Tug Hill plateau. Such low lying areas, i.e. floodplain, buffer the effects of localized flooding and storm flood waters. Their filling or unrestricted development can result in a loss of flood storage volume or an increase in flood damage, respectively. The floodplains mapped as Flood Hazard Areas for Dexter must therefore be carefully considered in determining waterfront development alternatives.

(C)- Soils (see Plate VI). The most prevalent soil types in the Dexter waterfront are classified as "made lands" and "cut and fill." These classes have a wide range of variability when determining their suitability for development. Remaining areas are generally characterized by silty clay loam type soils, with a moderate to severe suitability for selected land uses. Where such soils are characterized by seasonably high watertable or slow permeability rates, their ability to accommodate individual sewage disposal systems, foundations and other developmental activities may be severely restricted. Soils survey information, while providing some very valuable insights into the natural characteristics of soils, does not negate the need for borings, "perc" tests and other site-specific testing prior to any proposed development.

(D)- Slope (see Plate VI). Topography limits development in that portion of the waterfront generally to the west of the former Sulphite Mill where slopes exceed 15%. Proper design and care in siting development in this area will be critical in avoiding adverse environmental impacts. Improper development on the area's steep slopes could result in increased erosion, slumping and general soil instability which would cause increased siltation, foundation problems and difficulties with the use of individual septic systems.

(E)- Natural Area. Natural areas in the village's waterfront include forested lands and forest brushlands. The larger areas of forests and forest brushlands provide open space, development buffers, habitat for a variety of birds and small animals and aesthetic value in general. Choices of land uses in the waterfront and specific development projects should retain and preserve such areas to the maximum practical extent.

2) Man-Made Resource Considerations. The ability of the Village of Dexter to maintain future use of its waterfront is directly related to the availability of municipal facilities and services. A deficiency in such facilities and services can pose serious problems for existing and future development. In particular, development alternatives for Dexter's waterfront area must consider the following:

- A) Sewage Treatment and Water Supply
- B) Village-Owned Property
- C) Transportation Network

(A)- Sewage Treatment and Water Supply. The Village of Dexter operates municipal sewer and water systems which service most of its waterfront area. After periods of intense rainfall, the sewage treatment facility does experience short-term surcharges due, in part, to a high rate of system infiltration. (The village is currently working on minimizing the amount of infiltration by upgrading obsolete or deteriorated portions of the system through a Construction Grants Project funded by DEC and Federal EPA.) Otherwise, the treatment plant has adequate capacity to accommodate further development as indicated in a recent study, Dexter Incubator



Building, prepared by the Frontier Housing Authority. It should be recognized, though, that the existing plant may not be able to handle increased flows if the Waterfront Revitalization Program induces secondary growth. Though not expected, major population growth in Dexter would necessitate expansion of the plant. The housing authority study also determined that the potable water supply was more than adequate to meet future development needs. Waterfront areas not serviced by the existing system will be considered for less intense uses that will minimize demand on these services.

(B)- Village-Owned Property (see Plate IX). Abandonment of private property since the middle of this century has resulted in vast areas of the waterfront coming under village ownership. With such holdings, Dexter can both facilitate the location of water dependent and water enhanced uses within the waterfront and encourage private acquisition and redevelopment of a portion of the excessive public lands. Particular emphasis on public access and recreation opportunities should guide local decisions on land disposition.

(C)- Transportation Network (see Plate X). The availability of established transportation routes is particularly advantageous to the Dexter area. Regional and local thoroughfares provide easy access to and within the village limits. Particular attention must be directed to providing routine maintenance of village streets and bridges, efficient vehicular movement and parking within the waterfront.

SECTION  
III  
LOCAL POLICIES  
AND  
APPLICABLE STATE POLICIES

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### SECTION III. LOCAL POLICIES AND APPLICABLE STATE POLICIES

#### DEVELOPMENT

POLICY 1 - RESTORE, REVITALIZE, AND REDEVELOP DETERIORATED AND UNDERUTILIZED WATERFRONT AREAS FOR COMMERCIAL, INDUSTRIAL, CULTURAL, RECREATIONAL AND OTHER COMPATIBLE USES.

Policy 1A - Encourage the redevelopment and adaptive reuse of the former Sulphite Mill for industrial and storage uses.

Policy 1B - Develop the underutilized village-owned parcels on the larger Fish Island and the point of land west of NY Route 180 for water dependent recreational uses.

Policy 1C - Encourage the rehabilitation and stabilization of deteriorated and underutilized commercial properties along William Street while providing support facilities (such as off-street parking) on adjoining vacant village-owned property.

Policy 1D - Encourage the rehabilitation and expansion of hydroelectric generation and related storage facilities on the smaller Fish Island.

Explanation of Policy. Revitalization of the waterfront area is vital to Dexter's strategy for economic development. The actions of governmental agencies can further the objectives of this policy. The transfer and purchase of property; the construction of new buildings, roads or parks; the provision of tax incentives to businesses; and establishment of foreign trade zones are examples of governmental means for spurring waterfront revitalization. When any such action, or similar action is proposed, it must be analyzed to determine if the action would contribute to or adversely affect a waterfront revitalization effort.

Revitalization of once dynamic waterfront areas is one of the most effective means of encouraging economic growth in the State, without consuming valuable open space outside of these waterfront areas and/or fragile coastal areas. Uses requiring a location on the shoreline must be given priority in any development effort. Revitalization efforts will conform to the other policies of this program for the protection and beneficial use of significant waterfront resources.

Approximately one-half of Dexter's coastal area is vacant and classified as "underutilized or deteriorated." A full three-quarters of the land thus classified is owned by the village. Activities relating to State Policy 1 and Local Policies 1A

through 1D will concentrate on those underutilized and/or deteriorated areas identified in Section II - Inventory and Analysis and illustrated on Plate III - "Land Use Conditions." Such areas include: portions of the two Fish Islands, properties along William Street; the point of land abutting the NY Route 180 bridge, and the site of the former Sulphite Mill. (See Policies 2, 20 and 21 and Section IV - Proposed Uses and Projects for additional description of the proposed uses of these sites.)

The village is committed to increasing the use of these sites in a manner that encourages economic growth, creates local employment opportunities and furthers the State's salmonid sport fisheries program. As this revitalization effort progresses, stabilization of surrounding "important but threatened areas" will be facilitated.

The following guidelines are to be used in assessing proposed public and private actions affecting the revitalization of the waterfront:

1. When a government agency action is proposed to take place in the Dexter waterfront area regarded as suitable for development, the following will apply:
  - a) Priority should be given to uses which are dependent on a location adjacent to the water;
  - b) The action should enhance existing and anticipated uses;
  - c) The action should serve as a catalyst to private investment in the area;
  - d) The action should improve the deteriorated condition of a site and, at a minimum, must not cause further deterioration;
  - e) The action must lead to development which is compatible with the character of the area, with consideration given to scale; architectural style, density, and intensity of use;
  - f) The action should have the potential to improve the existing economic base of the community and, at a minimum, must not jeopardize this base;
  - g) The action should improve adjacent and upland views of the water and, at a minimum, must not affect these views in an insensitive manner;
  - h) The action should have the potential to improve the potential for multiple uses of the site.
2. If a government agency action is proposed to take place outside of a deteriorated or underutilized waterfront area suitable for redevelopment and is either within the village or an adjacent coastal community, the agency proposing the action must first

determine if it is feasible to take the action within the deteriorated or underutilized waterfront area in question. If such an action is feasible, the agency should give strong consideration to taking the action in that area. If not feasible, the agency must take the appropriate steps to ensure that the action does not cause further deterioration of that area.

POLICY 2 - FACILITATE THE SITING OF WATER DEPENDENT USES AND FACILITIES ON OR ADJACENT TO COASTAL WATERS.

Policy 2A - Develop water-dependent recreational uses on publicly owned lands on the larger Fish Islands and the point of land to the west of NY Route 180.

Policy 2B - Encourage the expansion of hydroelectric generation facilities on holdings of the Hydro Development Group, Inc. on both Fish Islands and east of NY Route 180.

Policy 2C - Retain, as necessary, publicly owned land at the site of the former Sulphite Mill for future development of water-dependent and water-enhanced uses.

Explanation of Policy. There is a finite amount of waterfront space suitable for development purposes. Although demand for a specific piece of property will vary with economic and social conditions on both a village-wide and state-wide basis, long-term expectations are for increased demand for waterfront property.

The traditional method of land allocation, i.e., the real estate market, with or without local land use controls, offers little assurance that uses which require waterfront sites will, in fact, have access to coastal waters. To ensure that such "water-dependent" uses can continue to be accommodated within the village, government agencies will avoid undertaking, funding, or approving non-water dependent uses when such uses would preempt the reasonably foreseeable development of water-dependent uses; furthermore government agencies will utilize appropriate existing programs to encourage water-dependent activities.

The following uses and facilities are considered as water dependent:

1. Uses which depend on the utilization of resources found in coastal waters (for example: fishing);
2. Recreational activities which depend on access to coastal waters (for example: swimming, fishing, boating, wild-life viewing);
3. Uses involved in the sea/land transfer of goods (for example: docks, loading areas, pipelines, short- and long-term storage facilities);

4. Structures needed for navigational purposes (for example: dams and lighthouses);
5. Flood and erosion protection structures (for example: breakwaters, bulkheads);
6. Facilities needed to store and service boats and ships (for example: marinas, boat repair, boat construction yards);
7. Uses requiring large quantities of water for processing and cooling purposes (for example: hydroelectric power plants);
8. Scientific/educational activities which, by their nature, require access to coastal waters (for example: water resource nature centers); and
9. Support facilities which are necessary for the successful functioning of permitted water-dependent uses (for example: parking lots, snack bars, first aid stations, short-term storage facilities). Though these uses must be near the given water-dependent uses they should, as much as possible, be sited inland from the water-dependent use rather than on the shore.

In addition to water-dependent uses, uses which are enhanced by a waterfront location should be encouraged to locate along the shore, though not at the expense of water-dependent uses. A water-enhanced use is defined as a use that has no critical dependence on obtaining a waterfront location, but the profitability of the use and/or the enjoyment level of the users would be increased significantly if the use were adjacent to, or had visual access to, the waterfront.

Various water-dependent uses are designated for several waterfront sites, described in more detail in Section II - "Inventory and Analysis" and shown on Plate XII - "Land Use Conditions." Water-dependent recreational uses will be developed on the northern portion of the larger Fish Islands and the point of land west of NY Route 180. Expansion of existing hydroelectric generation and related facilities will be encouraged on the vacant properties of the Hydro Development Group, Inc. on both Fish Islands and east of NY Route 180. As future demand warrants, water-dependent and water-enhanced industrial uses will be given priority access to appropriate locations within the former Sulphite Mill property. Water-dependent and water-enhanced recreational uses are also possible and acceptable uses for appropriate portions of the Sulphite Mill property. (See Policies 1, 2, 20 and 21 and Section IV - Proposed Uses and Projects for additional description of the proposed uses of these sites.)

In the actual choice of sites where water-dependent uses will be encouraged and facilitated, the following guidelines should be used.

1. Competition for space -- competition for space or the potential for it, should be indicated before any given site is promoted for water-dependent uses. The intent is to match water-dependent uses with suitable locations and thereby reduce any conflicts between competing uses that might arise. Not just any site suitable for development should be chosen as a water-dependent use area. The choice of a site should be made with some meaningful impact on the real estate market anticipated. The anticipated impact could either be one of increased protection to existing water-dependent activities or else the encouragement of water-dependent development.

2. In-place facilities and services -- most water-dependent uses, if they are to function effectively, will require basic public facilities and services. In selecting appropriate areas for water-dependent uses, consideration should be given to the following factors:

- a) The availability of public sewers, public water lines and adequate power supply;
- b) Access to the area for trucks and rail, if heavy industry is to be accommodated; and,
- c) Access to public transportation, if a high number of person trips to be generated.

3. Access to navigational channels -- if commercial shipping, commercial fishing, or recreational boating are planned, the locality should consider setting aside a site, within a sheltered harbor, from which access to adequately sized navigation channels would be assured.

4. Compatibility with adjacent uses and the protection of other coastal resources -- water-dependent uses should be located so that they enhance, or at least do not detract from, the surrounding community. Consideration should also be given to such factors as the protection of nearby residential areas from odors, noise and traffic. Affirmative approaches should also be employed so that water-dependent uses and adjacent uses can serve to complement one another. For example, a recreation-oriented water-dependent use area could be sited in an area already oriented towards tourism. Clearly, a marina, fishing pier or swimming area would enhance, and in turn be enhanced by, nearby restaurants, motels and other non-water oriented tourist activities. Water-dependent uses must also be sited so as to avoid adverse impacts on the significant coastal resources.

5. Preference to underutilized sites -- the promotion of water-dependent uses should serve to foster development as a result of the capital programming, permit expediting, and other State and local actions that will be used to promote the site. Nowhere is such a stimulus needed more than in those portions of the State's waterfront areas which are currently underutilized.



6. Providing for expansion -- a primary objective of the policy is to create a process by which water-dependent uses can be accommodated well into the future. State agencies and localities should therefore give consideration to long-term space needs and, where practicable, accommodate future demand by identifying more land than is needed in the near future.

In promoting water-dependent uses the following kinds of actions should be considered:

- Favored treatment to water-dependent use areas with respect to capital programming. Particular priority should be given to the construction and maintenance of port facilities, roads, railroad facilities, and public transportation within areas suitable for water-dependent uses.

- When areas suitable for water-dependent uses are publicly owned, favored leasing arrangements should be given to water-dependent uses.

- Where possible, consideration should be given to providing water-dependent uses with property tax abatements, loan guarantees, or loans at below market rates.

- State and local planning and economic development agencies should actively promote water-dependent uses. In addition, a list of sites available for non-water-dependent uses should be maintained in order to assist developers seeking alternative sites for their proposed projects.

- Local, State and Federal agencies should work together to streamline permitting procedures that may be burdensome to water-dependent uses. This effort should begin for specific uses in a particular area.

POLICY 3 - FURTHER DEVELOP THE STATE'S MAJOR PORTS OF ALBANY, BUFFALO, NEW YORK, OGDENSBURG AND OSWEGO AS CENTERS OF COMMERCE AND INDUSTRY, AND ENCOURAGE THE SITING, IN THESE PORT AREAS, INCLUDING THOSE UNDER THE JURISDICTION OF STATE PUBLIC AUTHORITIES, OF LAND USE AND DEVELOPMENT WHICH IS ESSENTIAL TO, OR IN SUPPORT OF, THE WATERBORNE TRANSPORTATION OF CARGO AND PEOPLE.

Not Applicable. The Village of Dexter is not a major port of New York State.

POLICY 4 - STRENGTHEN THE ECONOMIC BASE OF SMALLER HARBOR AREAS BY ENCOURAGING THE DEVELOPMENT AND ENHANCEMENT OF THOSE TRADITIONAL USES AND ACTIVITIES WHICH HAVE PROVIDED SUCH AREAS WITH THEIR UNIQUE MARITIME IDENTITY.

Not Applicable. Although Dexter is located on the Black River, physical constraints and its distance from Lake Ontario preclude its consideration as a small harbor.

POLICY 5 - ENCOURAGE THE LOCATION OF DEVELOPMENT IN AREAS WHERE PUBLIC SERVICES AND FACILITIES ESSENTIAL TO SUCH DEVELOPMENT ARE ADEQUATE.

Policy 5A - The village will maintain, and where necessary improve those public services and infrastructure that serve the village core area and the former Sulphite Mill to assure their continued availability to meet existing and future needs.

Policy 5B - Encourage the development of uses which have little or no potential to generate a demand on public services and infrastructure in those waterfront areas where existing services are limited and/or non-existing.

Explanation of Policy. By their construction, taxing, funding and regulatory powers, the local, State and Federal governments have become dominant forces in shaping the course of development. In addition, the Village of Dexter has direct control over the future development of the large portions of its waterfront area that it currently owns. Through these government actions, development in the waterfront area will be encouraged to locate within, contiguous to, or in close proximity to existing areas of concentrated development where infrastructure and public services are adequate, where topography, geology, and other environmental conditions are suitable for and able to accommodate development.

Although Dexter is a rural village, public services and infrastructure are generally adequate throughout the village for current and future development needs. Future developments which will place a demand on existing infrastructure (sewer, water and road network) and public services (primarily parking) will be concentrated in those waterfront areas where existing services are currently available or readily accommodated. Preferred areas for such development are the village core area and the site of the former Sulphite Mill.

Those uses which will place little or no demand on existing public services and infrastructure will be encouraged to locate in those waterfront areas where such services are limited or non-existent. Such uses include water-dependent recreational facilities and storage facilities, and residential infill development that can be accommodated by individual on-site services.

For any action that would result in large scale development or an action which would facilitate or serve future development, determination shall be made as to whether the action is within, contiguous to, or in close proximity to an area of concentrated development where infrastructure and public services are adequate. The following guidelines shall be used in making that determination.

1. Cities, built-up suburban towns and villages, and rural villages in the coastal area are generally areas of concentrated development where infrastructure and public services are adequate.

2. Other locations in the coastal area may also be suitable for development, if three or more of the following conditions prevail:

- a) Population density of the area surrounding or adjacent to the proposed site exceeds 1,000 persons per square mile;
- b) Proposed site is served by or is near to public or private sewer and water lines;
- c) Public transportation service is available within one mile of the proposed site; and,
- d) A significant concentration of commercial and/or industrial activity is within one-half mile of the proposed site.

3. The following points shall be considered in assessing the adequacy of an area's infrastructure and public services:

- a) Streets and highways serving the proposed site can safely accommodate the peak traffic generated by the proposed land development;
- b) Development's water needs (consumptive and fire fighting) can be met by the existing water supply system;
- c) Sewage disposal system and solid waste facilities can accommodate the wastes generated by the development;
- d) Energy needs of the proposed land development can be accommodated by existing utility systems;
- e) Stormwater runoff from the proposed site can be accommodated by on-site and/or off-site facilities; and,
- f) Schools, police and fire protection, and health and social services are adequate to meet the needs of the population expected to live, work, shop, or conduct business in the area as a result of the development.

It is recognized that certain forms of development may and/or should occur at locations which are not within or near areas of concentrated development. Thus, this coastal development policy does not apply to the following types of development projects and activities.

-- Economic activities which depend upon sites at or near locations where natural resources are present, e.g., lumber industry, quarries.

-- Development which by its nature is enhanced by a non-urbanized setting, e.g., a resort complex, campgrounds, second home developments.

-- Development which is designed to be a self-contained activity, e.g., a small college, an academic or religious retreat.

-- Water-dependent uses with site requirements not compatible with this policy or when alternative sites are not available.

-- Development which because of its isolated location and small-scale has little or no potential to generate and/or encourage further land development.

-- Uses and/or activities which because of public safety consideration should be located away from populous areas.

-- Rehabilitation or restoration of existing structures and facilities.

-- Development projects which are essential to the construction and/or operation of the above uses and activities.

In those areas of the Dexter waterfront where development is encouraged by these policies, the condition of existing public water and sewage infrastructure and other services may necessitate improvements. Those local, State and Federal agencies charged with allocating funds for investments in public services and water and sewer facilities should give high priority to the needs of such areas so that full advantage may be taken of the rich array of their other infrastructure components in promoting waterfront revitalization.

POLICY 6 - NOT INCLUDED IN THE LOCAL PROGRAM.

#### FISH AND WILDLIFE POLICIES

POLICY 7 - SIGNIFICANT COASTAL FISH AND WILDLIFE HABITATS, AS IDENTIFIED ON THE COASTAL AREA MAP, WILL BE PROTECTED, PRESERVED AND WHERE PRACTICAL, RESTORED SO AS TO MAINTAIN THEIR VIABILITY AS HABITATS.

Explanation of Policy. Habitat protection is recognized as fundamental to assuring the survival of fish and wildlife populations. Land and water uses or development shall not be undertaken if such actions destroy or significantly impair the viability of an area designated a significant coastal fish and wildlife habitat. When the action significantly reduced a vital resource (e.g., food, shelter, living space) or changes environmental conditions (e.g., temperature, substrate) beyond the tolerance range of an organism, then the action would be considered to "significantly impair" the habitat. Indicators of a significantly impaired habitat may include: reduced carrying capacity, changes in community structure (food chain relationships, species diversity), reduced productivity and/or increased incidence of disease and mortality. (This policy is included in the LWRP in anticipation of the designation of a habitat of state-wide significance.)

The range of generic activities most likely to affect significant coastal fish and wildlife habitats include but are not limited to the following:

1. Draining wetlands, ponds: Cause changes in vegetation, or changes in groundwater and surface water hydrology.

2. Filling wetlands, shallow areas of streams, lakes, bays, estuaries: May change physical character of substrate (e.g., sandy to muddy, or smother vegetation, alter surface water hydrology).

3. Grading land: Results in vegetation removal, increased surface runoff, or increase soil erosion and downstream sedimentation.

4. Clear cutting: May cause loss of vegetative cover, increase fluctuations in amount of surface runoff, or increase streambed scouring, soil erosion, sediment deposition.

5. Dredging or excavation: May cause change in substrate composition, possible release of contaminants otherwise stored in sediments, removal of aquatic vegetation, or change circulation patterns and sediment transport mechanisms.

6. Dredge spoil disposal: May include shoaling of littoral areas, or change circulation patterns.

7. Physical alteration of shore areas through channelization or construction of shore structures: May change in volume and rate of flow or increased scouring, sedimentation.

8. Introduction, storage or disposal of pollutants such as chemical, petrochemical, solid wastes, nuclear wastes, toxic material pesticide, sewage effluent, urban and rural runoff, leachate of hazardous and toxic substances stored in landfills: May cause increased mortality or sublethal effects on organisms, alter their reproductive capabilities, or reduce their value as food organisms.

The range of physical, biological and chemical parameters which should be considered include but are not limited to the following:

-- Physical parameters such as: Living space, circulation, flushing rates, tidal amplitude, turbidity, water temperature, depth (loss of littoral zone), morphology, substrate type, vegetation, structure, erosion and sedimentation rates.

-- Biological parameters such as: Community structure, food chain relationships, species diversity, predator/prey relationships, population size, mortality rates, reproductive rates, behavioral patterns, and migratory patterns.

-- Chemical parameters such as: Dissolved oxygen, carbon dioxide, ph, dissolved solids, nutrients organics, salinity, pollutants (heavy metals, toxic and hazardous materials).

When a proposed action is likely to alter any of the biological, physical or chemical parameters as described in the narrative beyond the tolerance range of the organisms occupying the habitat, the viability of that habitat has been significantly impaired or destroyed. Such action, therefore, would be inconsistent with the above policy.

POLICY 8 - PROTECT FISH AND WILDLIFE RESOURCES IN THE COASTAL AREA FROM THE INTRODUCTION OF HAZARDOUS WASTES AND OTHER POLLUTANTS WHICH BIO-ACCUMULATE IN THE FOOD CHAIN OR WHICH CAUSE SIGNIFICANT SUBLETHAL OR LETHAL EFFECT ON THOSE RESOURCES.

Explanation of Policy. Hazardous wastes are unwanted by-products of manufacturing processes generally characterized as being flammable, corrosive, reactive, or toxic. More specifically, hazardous waste is defined in Environmental Conservation Law (S27-0901(3)) as "waste or combination of wastes which because of its quantity, concentration, or physical, chemical or infestious characteristics may: (1) cause, or significantly contribute to an increase in mortality or an increase in serious irreversible, or incapacitating reversible illness; or (2) pose a substantial present or potential hazard to human health or the environment when improperly treated, stored, transported or otherwise managed." A list of hazardous wastes (NYCRR Part 366) has been adopted by DEC; however, new regulations (6 NYCRR Part 371) will soon supersede Part 366 .

The handling (storage, transport, treatment and disposal) of the materials included on this list is being strictly regulated in New York State to prevent their entry or introduction into the environment, particularly into the State's air, land and waters. Such controls should effectively minimize possible contamination of and bio-accumulation in the State's coastal fish and wildlife resources at levels that cause mortality or create physiological and behavioral disorders.

Other pollutants are those conventional wastes, generated from point and non-point sources, and not identified as hazardous wastes but controlled through other State laws.

POLICY 9 - EXPAND RECREATIONAL USE OF FISH AND WILDLIFE RESOURCES IN COASTAL AREAS BY INCREASING ACCESS TO EXISTING RESOURCES, SUPPLEMENTING EXISTING STOCKS, AND DEVELOPING NEW RESOURCES. SUCH EFFORTS SHALL BE MADE IN A MANNER WHICH ENSURES THE PROTECTION OF RENEWABLE FISH AND WILDLIFE RESOURCES AND CONSIDERS OTHER ACTIVITIES DEPENDENT ON THEM.

Explanation of Policy. Recreational uses of coastal fish and wildlife resources increase consumptive uses such as fishing and hunting, and non-consumptive uses such as wildlife photography, bird watching and nature study.

Any efforts to increase recreational use of these resources will be made in a manner which ensures the protection of fish and wildlife resources in marine and freshwater coastal areas and which takes into consideration other activities dependent on these resources. Also, such efforts must be done in accordance with existing State law and in keeping with sound resource management considerations. Such considerations include biology of the species, carrying capacity of the resource, public demand, costs and available technology.

The Dexter area of the Black River is endowed with exceptional fishing resources - particularly due to the recent stocking of salmonids and abundant wildlife in nearby Black River Bay. Demand for access to these resources has increased greatly in the last few years. The Village of Dexter will continue to cooperate with government agencies to expand recreational use of these resources while ensuring their protection.

The village's cooperative efforts with DEC, the Office of Parks, Recreation and Historic Preservation and other public and private groups involve the development of public access to, and recreational use of the Black River and its related fish and wildlife resources. Key waterfront parcels which are targeted for such development include: the larger of the two Fish Islands, the point of land west of the NY Route 180 bridge and expansion of the existing facilities to the south of Liberty Street.

The following should be considered by local, State and Federal agencies as they determine the consistency of their proposed action with the above policy.

1. Consideration should be made by local, State and Federal agencies as to whether an action will impede existing or future utilization of the State's recreational fish and wildlife resources.

2. Efforts to increase access to recreational fish and wildlife resources should not lead to overutilization of that resource or cause impairment of the habitat. Sometimes such impairment can be more subtle than actual physical damage to the habitat. For example, increased human presence can deter animals from using the habitat area.

3. The impacts of increasing access to recreational fish and wildlife resources should be determined on a case-by-case basis, consulting the significant habitat narrative (see Policy 7) and/or conferring with a trained fish and wildlife biologist.

4. Any public or private sector initiatives to supplement existing stocks (e.g., stocking a stream with fish reared in a hatchery) or develop new resources (e.g., creating private fee-hunting or fee-fishing facilities) must be done in accord with existing State law.

POLICY 10 - FURTHER DEVELOP COMMERCIAL FINFISH, SHELLFISH AND CRUSTACEAN RESOURCES IN THE COASTAL AREA BY ENCOURAGING THE CONSTRUCTION OF NEW, OR IMPROVEMENT OF EXISTING ON-SHORE COMMERCIAL FISHING FACILITIES, INCREASING MARKETING OF THE STATE'S SEAFOOD PRODUCTS, MAINTAINING ADEQUATE STOCKS AND EXPANDING AQUACULTURE FACILITIES.

Not Applicable. There are no commercial fishing activities on the Black River and little potential exists for developing such facilities.

#### FLOODING AND EROSION HAZARDS POLICIES

POLICY 11 - BUILDINGS AND OTHER STRUCTURES WILL BE SITED IN THE COASTAL AREA SO AS TO MINIMIZE DAMAGE TO PROPERTY AND THE ENDANGERING OF HUMAN LIVES CAUSED BY FLOODING AND EROSION.

POLICY 11A - Upland, non-Coastal Erosion Hazard Areas, particularly where slopes are greater than 15%, shall be subject to controls which minimize erosion, siltation, and resultant water quality problems.

Explanation of Policy. Flooding: Areas of special flood hazard were identified and mapped in Dexter by the Federal Insurance Administration and are subject to village flood control regulations. In such areas identified, no use will be permitted that is in violation of local flood control regulations and mobile homes will only be permitted in existing mobile home parks.

Erosion: NYS Department of Environmental Conservation (DEC) is required by Section 34-0104 of Article 34, Environmental Conservation Law, to identify Coastal Erosion Hazard Areas (CEHA's). This survey has not been finalized by DEC for the Dexter area. However, due to its relative "inland" setting near the confluence of Black River with Black River Bay, it is unlikely that the Dexter coastal area will have CEHA's warranting the adoption of CEHA regulations at any level of government.

For uplands, non-CEHA's where development on steep slopes could result in erosion and water pollution (specifically, west of the old sulphite mill), sedimentation controls will be required. Such controls include retaining walls and temporary coverage of bare soil with straw mulch. In addition, building codes, subdivision codes, and septic tank/sewer regulations will be enforced to present other types of runoff or damage.



POLICY 12 - ACTIVITIES OR DEVELOPMENT IN THE COASTAL AREA WILL BE UNDERTAKEN SO AS TO MINIMIZE DAMAGE TO NATURAL RESOURCES AND PROPERTY FROM FLOODING AND EROSION BY PROTECTING NATURAL PROTECTIVE FEATURES INCLUDING BEACHES, DUNES, BARRIER ISLANDS AND BLUFFS.

Not Applicable. See explanation of Policy 11.

POLICY 13 - THE CONSTRUCTION OR RECONSTRUCTION OF EROSION PROTECTION STRUCTURES SHALL BE UNDERTAKEN ONLY IF THEY HAVE A REASONABLE PROBABILITY OF CONTROLLING EROSION FOR AT LEAST THIRTY YEARS AS DEMONSTRATED IN DESIGN AND CONSTRUCTION STANDARDS AND/OR ASSURED MAINTENANCE OR REPLACEMENT PROGRAMS.

Not Applicable. See Policy 11 for explanation.

POLICY 14 - ACTIVITIES AND DEVELOPMENT INCLUDING THE CONSTRUCTION OR RECONSTRUCTION OF EROSION PROTECTION STRUCTURES, SHALL BE UNDERTAKEN SO THAT THERE WILL BE NO MEASURABLE INCREASE IN EROSION OR FLOODING AT THE SITE OF SUCH ACTIVITIES OR DEVELOPMENT, OR AT OTHER LOCATIONS.

Not Applicable. See Policy 11 for explanation.

POLICY 15 - MINING, EXCAVATION OR DREDGING IN COASTAL WATERS SHALL NOT SIGNIFICANTLY INTERFERE WITH THE NATURAL COASTAL PROCESSES WHICH SUPPLY BEACH MATERIALS TO LAND ADJACENT TO SUCH WATERS AND SHALL BE UNDERTAKEN IN A MANNER WHICH WILL NOT CAUSE AN INCREASE IN EROSION OF SUCH LAND.

Not Applicable. No beaches or evidence of erosion have been identified in the Dexter coastal area.

POLICY 16 - PUBLIC FUNDS SHALL ONLY BE USED FOR EROSION PROTECTIVE STRUCTURES WHERE NECESSARY TO PROTECT HUMAN LIFE, AND NEW DEVELOPMENT WHICH REQUIRES A LOCATION WITHIN OR ADJACENT TO AN EROSION HAZARD AREA TO BE ABLE TO FUNCTION, OR EXISTING DEVELOPMENT; AND ONLY WHERE THE PUBLIC BENEFITS OUTWEIGH THE LONG TERM MONETARY AND OTHER COSTS INCLUDING THE POTENTIAL FOR INCREASING EROSION AND ADVERSE EFFECTS ON NATURAL PROTECTIVE FEATURES.

Not Applicable. See Policy 11 for explanation.

POLICY 17 - WHENEVER POSSIBLE, USE NONSTRUCTURAL MEASURES TO MINIMIZE DAMAGE TO NATURAL RESOURCES AND PROPERTY FROM FLOODING AND EROSION. SUCH MEASURES SHALL INCLUDE:

- (i) THE SET BACK OF BUILDINGS AND STRUCTURES;
- (ii) THE PLANTING OF VEGETATION AND THE INSTALLATION OF SAND FENCING AND DRAINING;
- (iii) THE RESHAPING OF BLUFFS; AND
- (iv) THE FLOOD PROOFING OF BUILDINGS OR THEIR ELEVATION ABOVE THE BASE FLOOD LEVEL.

Explanation of Policy. Flooding: This policy recognizes both the potential adverse impacts of flooding upon development and upon natural protective features in the coastal area as well as the costs of protection against those hazards which structural measures entail.

This policy shall apply to the planning, siting and design of proposed activities and development, including measures to protect existing activities and development. To ascertain consistency with the policy, it must be determined if any one, or a combination of, non-structural measures would afford the degree of protection appropriate both to the character and purpose of the activity or development, and to the hazard. If non-structural measures are determined to offer sufficient protection, then consistency with the policy would require the use of such measures, whenever possible.

In determining whether or not non-structural measures to protect against flooding will afford the degree of protection appropriate, an analysis, and if necessary, other materials such as plans or sketches of the activity or development, of the site and of the alternative protection measures should be prepared to allow an assessment to be made.

"Non-structural measures" within identified flood hazard areas shall include, but not be limited to: (a) the avoidance of risk or damage from flooding by the siting of buildings outside the hazard area, and (b) the flood-proofing of buildings or their elevation above the base flood level.

Erosion: See Policy 11A.

## GENERAL POLICY

POLICY 18 - TO SAFEGUARD THE VITAL ECONOMIC, SOCIAL AND ENVIRONMENTAL INTERESTS OF THE STATE AND OF ITS CITIZENS, PROPOSED MAJOR ACTIONS IN THE COASTAL AREA MUST GIVE FULL CONSIDERATION TO THOSE INTERESTS, AND TO THE SAFEGUARDS WHICH THE STATE HAS ESTABLISHED TO PROTECT VALUABLE COASTAL RESOURCE AREAS.

Explanation of Policy. Proposed major actions may be undertaken in the coastal area if they will not significantly impair valuable coastal waters and resources, thus frustrating the

achievement of the purposes of the safeguards which the State has established to protect those waters and resources. Proposed actions must take into account the social, economic and environmental interests of the State and its citizens in such matters that would affect natural resources, water levels and flows, shoreline damage, hydro-electric power generation, and recreation.

## PUBLIC ACCESS POLICIES

POLICY 19 - PROTECT, MAINTAIN AND INCREASE THE LEVELS AND TYPES OF ACCESS TO PUBLIC WATER-RELATED RECREATION RESOURCES AND FACILITIES SO THAT THESE RESOURCES AND FACILITIES MAY BE FULLY UTILIZED BY ALL THE PUBLIC IN ACCORDANCE WITH REASONABLY ANTICIPATED PUBLIC RECREATION NEEDS AND THE PROTECTION OF HISTORIC AND NATURAL RESOURCES. IN PROVIDING SUCH ACCESS, PRIORITY SHALL BE GIVEN TO PUBLIC BEACHES, BOATING FACILITIES, FISHING AREAS AND WATERFRONT PARKS.

Policy 19A - Develop, protect and maintain pedestrian access to public water-related recreational uses and facilities at the point of land west of NY Route 180 and the larger Fish Island.

Policy 19B - Develop, protect and maintain vehicular access to public water-related recreational uses and facilities at the point of land west of NY Route 180 and the larger Fish Island.

Policy 19C - Increase and maintain waterborne access to the upper and lower reaches of the Black River afforded by the existing lower boat launch facility and publicly owned foreshore at the point of land west of NY Route 180 and on the larger Fish Island.

Explanation of Policy. This policy calls for achieving balance among the following factors: the level of access to a resource or facility, the capacity of a resource or facility, and the protection of natural resources. The Local Waterfront Revitalization Program will encourage mixed use areas and multiple use of facilities to improve access.

The particular water-related recreation resources and facilities which will receive priority for improved access in Dexter's waterfront are fishing areas, boating facilities and passive/active recreational parks. To optimize the use of these resources, the village must facilitate alternative modes of access, including pedestrian, vehicular and waterborne.

In order to provide access to the point of land west of NY Route 180, the village has constructed a walking bridge spanning the culvert between the parking lot on Water Street and the recreational facilities on the point. The Canal Street Bridge, linking the village core to the larger Fish Islands, provides for both

vehicular and pedestrian access. Both bridges will require protection and maintenance to ensure continued access. Walking paths, parking facilities and service/emergency roads will have to be constructed on the larger Fish Island to accommodate the on-site needs of fishermen, boaters, picnickers and spectators. Maintenance of the facilities is likewise essential to ensure continued access. The village is presently negotiating with the Hydro Development Group, Inc. for additional parking and public access on the firm's holdings along the southern portion of this island.

The unique location of the Village of Dexter at the last drop in level of the Black River provides opportunities for access to the river both above and below the dams. An existing boat launch facility south of Liberty Street has a dual launch and dockage to accommodate several small boats. Additional dockage has been constructed at the point of land to the west of NY Route 180. A second launching facility will be constructed on the northeastern portion of the larger Fish Island to provide access to the upper reaches of the river.

The following guidelines will be used in determining the consistency of a proposed action with this policy:

1. The existing access from adjacent or proximate public lands or facilities to public water-related recreation resources and facilities shall not be reduced, nor shall the possibility of increasing access in the future from adjacent or proximate public lands or facilities to public water-related recreation resources and facilities be eliminated, unless in the latter case, estimates of future use of these resources and facilities are too low to justify maintaining or providing increased public access.

The following is an explanation of the terms used in the above guidelines:

- a) Access - the ability and right of the public to reach and use public coastal lands and waters.
- b) Public water-related recreation resources or facilities - all public lands or facilities that are suitable for passive or active recreation that requires either water or a waterfront location or is enhanced by a waterfront location.
- c) Public lands or facilities - lands or facilities held by State or local government in fee simple or less-than-fee simple ownership and to which the public has access or could have access, including underwater lands and the foreshore.
- d) A reduction in the existing level of public access - includes but is not limited to the following:

- (1) The number of parking spaces at a public water-related recreation resource or facility is significantly reduced.
  - (2) The service level of public transportation to a public water-related recreation resource or facility is significantly reduced during peak season use and such reduction cannot be reasonably justified in terms of meeting systemwide objectives.
  - (3) Pedestrian access is diminished or eliminated because of hazardous crossings required at new or altered transportation facilities, electric power transmission lines, or similar linear facilities.
  - (4) There are increases in the following: already existing special fares of public transportation to a public water-related recreation resource or facility; and/or admission fees to such a resource or facility, and an analysis shows that such increases will significantly reduce usage by individuals or families with incomes below the State government established poverty level.
- e) An elimination of the possibility of increasing public access in the future includes, but is not limited to the following:
- (1) Construction of public facilities which physically prevent the provision, except at great expense, of convenient public access to public water-related recreation resources and facilities.
  - (2) Sale, lease, or other transfer of public lands that could provide public access to a public water-related recreation resource or facility.
  - (3) Construction of private facilities which physically prevent the provision of convenient public access to public water-related recreation resources or facilities from public lands and facilities.

2. Any proposed project to increase public access to public water-related recreation resources and facilities shall be analyzed according to the following factors:

- a) The level of access to be provided should be in accord with estimated public use. If not, the proposed level of access to be provided shall be deemed inconsistent with the policy.
- b) The level of access to be provided shall not cause a degree of use which would exceed the physical capability of the resource or facility. If this were determined to be the case, the proposed level of access to be provided shall be deemed inconsistent with the policy.

3. The State will not undertake or fund any project which increases access to a water-related resource or facility that is not open to all members of the public.

4. In their plans and programs for increasing public access to public water-related resources and facilities, State agencies shall give priority in the following order to projects located: within the boundaries of the Federal-Aid Metropolitan Urban Area and served by public transportation; within the boundaries of the Federal-Aid Metropolitan Urban Area but not served by public transportation; outside the defined Urban Area boundary and served by public transportation; and outside the defined Urban Area boundary but not served by public transportation. Dexter falls into the last category.

POLICY 20 - ACCESS TO THE PUBLICLY OWNED FORESHORE AND TO LANDS IMMEDIATELY ADJACENT TO THE FORESHORE OR THE WATER'S EDGE THAT ARE PUBLICLY OWNED SHALL BE PROVIDED, AND IT SHOULD BE PROVIDED IN A MANNER COMPATIBLE WITH ADJOINING USES. SUCH LANDS SHALL BE RETAINED IN PUBLIC OWNERSHIP.

Policy 20A - *Maintain, protect and increase public access to village owned foreshore on the larger Fish Island, at the point of land west of NY Route 180 and at the existing boat launch facility south of Liberty Street to meet existing demands for access to the resources of the Black River.*

Policy 20B - *Retain in public ownership and provide access to lands at the former Sulphite Mill site and along William Street to meet future demand for additional public access and support facilities when public access would be compatible with nearby industrial, commercial and/or recreational uses.*

Explanation of Policy. In view of the extensive village land holdings along the shoreline, the village will undertake to maintain and improve public access to these lands while providing for industrial, commercial and hydroelectric development. There are several areas of foreshore which will receive priority for public access within the Local Waterfront Revitalization Program. These include the entire northern portion of the larger Fish Island, the point of land abutting the west side of the NY Route 180 bridge, and the existing village boat launch and parking area south of Liberty Street.

Public access will be provided to public lands along the foreshore of the former Sulphite Mill property as future demand warrants. Inland portions of this property will provide for the expansion of industrial uses. Where future industrial development also needs access to the foreshore, full consideration will be given to public access as a multiple use. The village owned parcel on William Street will be developed for additional off-street parking and limited shoreline access in support of and compatible with residential and commercial land uses.

While such publicly-owned lands referenced shall be retained in public ownership, traditional sales of easements on lands underwater to adjacent onshore property owners are consistent with this policy, provided such easements do not substantially interfere with continued public use of the public lands on which the easement is granted. Also, public use of such publicly-owned underwater lands and lands immediately adjacent to the shore shall be discouraged where such use would be inappropriate for reasons of public safety, military security, or the protection of fragile coastal resources.

The following guidelines will be used in determining the consistency of a proposed action with this policy:

1. Existing access from adjacent or proximate public lands or facilities to existing public coastal lands and/or waters shall not be reduced, nor shall the possibility of increasing access in the future from adjacent or nearby public lands or facilities to public coastal lands and/or waters be eliminated, unless such actions are demonstrated to be of overriding regional or statewide public benefit, or in the latter case, estimates of future use of these lands and waters are too low to justify maintaining or providing increased access.

The following is an explanation of the terms used in the above guidelines:

- a) (See definitions under first policy of "access", and "public lands or facilities").
- b) A reduction in the existing level of public access - includes but is not limited to the following:
  - (1) Pedestrian access is diminished or eliminated because of hazardous crossings required at new or altered transportation facilities, electric power transmission lines, or similar linear facilities.
  - (2) Pedestrian access is diminished or blocked completely by public or private development.
- c) An elimination of the possibility of increasing public access in the future - includes but is not limited to, the following:
  - (1) Construction of public facilities which physically prevent the provision, except at great expense, of convenient public access to public water-related recreation resources and facilities.
  - (2) Sale, lease, or other conveyance of public lands that could provide public access to public coastal lands and/or waters.
  - (3) Construction of private facilities which physically prevent the provision of convenient public access to public coastal lands and/or waters from public lands and facilities.

2. The existing level of public access within public coastal lands or waters shall be reduced or eliminated.

a) A reduction in the existing level of public access - includes but is not limited to the following:

(1) Access is reduced or eliminated because of hazardous crossings required at new or altered transportation facilities, electric power transmission lines, or similar linear facilities.

(2) Access is reduced or blocked completely by any public developments.

3. Public access from the nearest public roadway to the shoreline and along the coast shall be provided by new land use or development except where (a) it is inconsistent with public safety, military security, or the protection of identified fragile coastal resources; (b) adequate access exists within one-half mile; or (c) agriculture would be adversely affected. Such access shall not be required to be open to public use until a public agency or private association agrees to accept responsibility for maintenance and liability of the accessway.

4. The State will not undertake or fund any project which increases access to a water-related resource or facility that is not open to all members of the public.

5. In their plans and programs for increasing public access, State agencies shall give priority in the following order to projects located: within the boundaries of the Federal-Aid Metropolitan Urban Area and served by public transportation; within the boundaries of the Federal-Aid Metropolitan Urban Area but not served by public transportation; outside the defined Urban Area boundary and served by public transportation; and outside the defined Urban Area boundary but not served by public transportation. Dexter falls into the last category.

6. Proposals for increased public access to coastal lands and waters shall be analyzed according to the following factors:

a) The level of access to be provided should be in accord with estimated public use. If not, the proposed level of access to be provided shall be deemed inconsistent with the policy.

b) The level of access to be provided shall not cause a degree of use which would exceed the physical capability of the resource coastal lands. If this were determined to be the case, the proposed level of access to be provided shall be deemed inconsistent with the policy.



## RECREATION POLICIES

POLICY 21 - WATER DEPENDENT AND WATER ENHANCED RECREATION SHALL BE ENCOURAGED AND FACILITATED AND SHALL BE GIVEN PRIORITY OVER NONWATER RELATED USES ALONG THE COAST, PROVIDED IT IS CONSISTENT WITH THE PRESERVATION AND ENHANCEMENT OF OTHER COASTAL RESOURCES AND TAKES INTO ACCOUNT DEMAND FOR SUCH FACILITIES. IN FACILITATING SUCH ACTIVITIES, PRIORITY SHALL BE GIVEN TO AREAS WHERE ACCESS TO THE RECREATION OPPORTUNITIES OF THE COAST CAN BE PROVIDED BY NEW OR EXISTING PUBLIC TRANSPORTATION SERVICES AND TO THOSE AREAS WHERE THE USE OF THE SHORE IS SEVERELY RESTRICTED BY EXISTING DEVELOPMENT.

Policy 21A - Develop and maintain village facilities for recreational use and enjoyment of the Black River -- both above and below the dams at Dexter -- while providing necessary transportation, parking, safety, and sanitary services for such uses.

Explanation of Policy. Water-related recreation includes such obviously water-dependent activities as boating and fishing as well as certain activities which are enhanced by a coastal location and increase the general public's access to the coast such as pedestrian and bicycle trails, picnic areas, scenic overlooks and passive recreation areas that take advantage of coastal scenery.

Provided the development of water-related recreation is consistent with the preservation and enhancement of such important coastal resources as fish and wildlife habitats, aesthetically significant areas, historic and cultural resources, agriculture and significant mineral and fossil deposits, and provided demand exists, water-related recreation development is to be increased and such uses shall have a higher priority than any non-coastal dependent uses, including non-water-related recreation uses. In addition, water-dependent recreation uses shall have a higher priority over water enhanced recreation uses. Determining a priority among coastal dependent uses will require a case by case analysis.

The siting or design of new public development in a manner which would result in a barrier to the recreational use of a major portion of a community's shore should be avoided as much as practicable.

Over the past few years, Dexter has experienced increased demand for access to its waterfront on the Black River for recreational boating, hunting, and fishing. This is partially due to the improved water quality in the river and DEC's salmonid stocking program. Since part of Dexter's future economic growth depends on the quantity and quality of its water based recreational facilities, the village will give priority to water dependent and water enhanced recreational development, provided it is consistent with other Waterfront Revitalization Program policies.

Priority areas for increasing public water-related recreation facilities are the point of land west of NY Route 180 and the northern portion of the larger Fish Island. Additional parking for users of recreational facilities and access for shoreline fishing are also planned for the southern portion of the larger Fish Island on part of the property of the Hydro Development Group, Inc. The village proposes to obtain use of these privately held lands through easement, lease arrangements or similar measures negotiated with the Hydro Development Group, Inc. (See Section IV - Proposed Uses and Projects for more detailed description of these proposed projects.)

Recreational development of these areas can be readily supported by new or existing public services whereas the development of other uses would be severely restricted by man-made and natural limitations (see Section II - Development Considerations).

Among the types of water-dependent recreation, provision of adequate boating services to meet future demand is to be encouraged by this program. The siting of boating facilities must be consistent with preservation and enhancement of other coastal resources and with their capacity to accommodate demand. The provision of new public boating facilities is essential in meeting this demand, but such public actions should avoid competition with private boating development. Boating facilities will, as appropriate, include parking, park-like surroundings, toilet facilities, and pumpout facilities. In developing the recreational use of and access to waterfront resources, special attention must be given to the protection of private property rights in addition to the usual concerns for public health and safety. This is particularly important in Dexter due to the increasingly heavy influx of fishermen and spectators during the Fall and Spring as salmon make their spawning runs up the Black River. Thus, while providing for safe boating, fishing and viewing of the salmon fishing activities (to the extent of acceptable risks), measures must also be taken to avoid or mitigate potential short-term impacts from traffic congestion, heavy demand for parking, trespass, vandalism, litter and noise. Sanitation measures must ensure the adequacy of restroom facilities and proper disposal of fish remains.

Also to be encouraged is non-motorized recreation in the coastal area. Water-related off-road recreational vehicle use is an acceptable activity, provided no adverse environmental impacts occur. Where adverse environmental impacts will occur, mitigating measures will be implemented, where practicable to minimize such adverse impacts. If acceptable mitigation is not practicable, prohibition of the use by off-road recreational vehicles will be posted and enforced.

POLICY 22 - DEVELOPMENT, WHEN LOCATED ADJACENT TO THE SHORE, SHALL PROVIDE FOR WATER-RELATED RECREATION, AS A MULTIPLE USE, WHENEVER SUCH RECREATIONAL USE IS APPROPRIATE IN LIGHT OF REASONABLY ANTICIPATED DEMAND FOR SUCH ACTIVITIES AND THE PRIMARY PURPOSE OF THE DEVELOPMENT.

Explanation of Policy. Many developments present practical opportunities for providing recreation facilities as an additional use of the site or facility. Therefore, whenever developments are located adjacent to the shore, they should to the fullest extent permitted by existing law provide for some form of water-related recreation use unless there are compelling reasons why any form of such recreation would not be compatible with the development, or a reasonable demand for public use cannot be foreseen. In determining whether compelling reasons exist which would make inadvisable recreation as a multiple use, safety considerations should reflect a recognition that some risk is acceptable in the use of recreational facilities.

Prior to taking action relative to any development, government agencies should consult with the village to determine appropriate recreation uses. The agency should provide the village with the opportunity to participate in project planning.

Appropriate recreation uses which do not require any substantial additional construction shall be provided at the expense of the project sponsor provided the cost does not exceed 2% of total project cost.

POLICY 23 - PROTECT, ENHANCE AND RESTORE STRUCTURES, DISTRICTS, AREAS OR SITES THAT ARE OF SIGNIFICANCE IN THE HISTORY, ARCHITECTURE, ARCHEOLOGY OR CULTURE OF THE STATE, ITS COMMUNITIES OR THE NATION.

Explanation of Policy. Among the most valuable of the State's man-made resources are those structures on areas which are of historic, archeological, or cultural significance. The protection of these structures must involve a recognition of their importance by all agencies and the ability to identify and describe them. Protection must include concern not just with specific sites but with areas of significance, and with the area around specific sites. The policy is not to be construed as a passive mandate but must include active efforts when appropriate to restore or revitalize through adaptive reuse. While the program is concerned with the preservation of all such resources within the coastal boundary, it will actively promote the preservation of historic and cultural resources which have a coastal relationship.

All practicable means to protect structures, districts, areas or sites that are of significance in the history, architecture, archeology or culture of the State, its communities or the Nation shall be deemed to include the consideration and adoption of any techniques, measures, or controls to prevent a significant adverse change to such significant structures, districts, areas or sites. A significant adverse change includes but is not limited to:

(a) Alteration of or addition to one or more of the architectural, structural ornamental or functional features of a building, structure, or site that is a recognized historic, cultural, or archeological resource, or component thereof. Such features are defined as encompassing the style and general arrangement of the exterior of a structure and any original or historically significant interior features including type, color and texture of building materials; entry ways and doors; fenestration; lighting fixtures; roofing, sculpture and carving; steps; rails; fencing; windows; vents and other openings; grillwork; signs; canopies; and other appurtenant fixtures and, in addition, all buildings, structures, outbuildings, walks, fences, steps, topographical features, earthworks, paving and signs located on the designated resource property. (To the extent they are relevant, the Secretary of the Interior's "Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings" shall be adhered to.)

(b) Demolition or removal in full or part of a building, structure, or earthworks that is a recognized historic, cultural, or archeological resource or component thereof, to include all those features described in (a) above plus any other appurtenant fixture associated with a building structure or earthwork.

(c) All proposed actions within 500 feet of the perimeter of the property boundary of the historic, architectural, cultural or archeological resource and all actions within an historic district that would be incompatible with the objective or preserving the quality and integrity of the resource. Primary considerations to be used in making judgement about compatibility should focus on the visual and locational relationship between the proposed action and the special character of the historic, cultural, or archeological resource. Compatibility between the proposed action and the resource means that the general appearance of the resource should be reflected in the architectural style, design material, scale, proportion, composition, mass, line, color, texture, detail, setback, landscaping and related items of the proposed actions. With historic districts this would include infrastructure improvements or changes, such as, street and sidewalk paving, street furniture and lighting.

This policy shall not be construed to prevent the construction, reconstruction, alteration, or demolition of any building, structure, earthwork, or component thereof of a recognized

historic, cultural or archaeological resource which has been officially certified as being imminently dangerous to life or public health. Nor shall the policy be construed to prevent the ordinary maintenance, repair, or proper restoration according to the U.S. Department of Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings of any building, structure, site or earthwork, or component thereof of a recognized historic, cultural or archaeological resource which does not involve a significant adverse change to the resource, as defined above.

The Village of Dexter contains a limited number of historic resources of local significance. As described in Section II - "Inventory and Analysis," these are the former village jail on Locke Street, the former Mattison Hotel on William Street, and potential archaeological sites in a few undisturbed areas of the waterfront. Since the identified historic structures are potential State or National Register listings, federal and State laws require that agency actions already affecting these properties shall be subject to review and comment by the State Historic Preservation Officer. Likewise, SEQR and local SEQR regulations require State and local agencies to determine the impact of their actions on historic or archaeological resources. These agencies should contact the NYS Division for Historic Preservation (DHP) for advice on the significance of historic resources or to determine the need for an archaeological survey. DHP can recommend ways of reducing any adverse impacts on historic resources.

#### SCENIC QUALITY POLICIES

POLICY 24 - PREVENT IMPAIRMENT OF SCENIC RESOURCES OF STATEWIDE SIGNIFICANCE, AS IDENTIFIED ON THE COASTAL AREA MAP. IMPAIRMENT SHALL INCLUDE:

- (i) THE IRREVERSIBLE MODIFICATION OF GEOLOGICAL FORMS, THE DESTRUCTION OR REMOVAL OF VEGETATION, THE DESTRUCTION OR REMOVAL OF STRUCTURES, WHEREVER THE GEOLOGIC FORMS, VEGETATION OR STRUCTURES ARE SIGNIFICANT TO THE SCENIC QUALITY OF AN IDENTIFIED RESOURCE; AND
- (ii) THE ADDITION OF STRUCTURES WHICH BECAUSE OF SITING OR SCALE WILL REDUCE IDENTIFIED VIEWS OR WHICH BECAUSE OF SCALE, FORM, OR MATERIALS WILL DIMINISH THE SCENIC QUALITY OF AN IDENTIFIED RESOURCE.

Not Applicable. No scenic resources of statewide significance were identified in the Dexter coastal area.

POLICY 25 - PROTECT, RESTORE OR ENHANCE NATURAL AND MAN-MADE RESOURCES WHICH ARE NOT IDENTIFIED AS BEING OF STATEWIDE SIGNIFICANCE, BUT WHICH CONTRIBUTE TO THE OVERALL SCENIC QUALITY OF THE COASTAL AREA.

Explanation of Policy. When considering a proposed action, agencies shall undertake to ensure that the action would be undertaken so as to protect, restore or enhance the overall scenic quality of the coastal area.

Activities which could impair or further degrade scenic quality include modification of natural landforms, removal of vegetation, and the addition of structures which because of siting or scale will reduce identified views or which because of scale, form, or materials will diminish the scenic quality of an identified resource. The effects of these activities would not be considered as serious for the general coastal area as for significant statewide scenic areas.

As identified in SECTION II, INVENTORY AND ANALYSIS, the following important scenic vistas are found in the Dexter waterfront. Fish Islands provide a splendid view of the river above the dams as well as interesting perspectives of the hydroelectric facilities. The point of land adjoining the NY Route 180 bridge and the village boat launch afford the viewer scenic vistas downstream. From the NY Route 180 bridge a panoramic view of the entire waterfront, with the village as backdrop, shows Dexter's relationship to the Black River. Revitalization programs in Dexter's waterfront will take advantage of these resources with an aim to enhance, protect, and preserve Dexter's scenic character.

The following siting and facility-related guidelines are to be used to achieve this policy, recognizing that each development situation is unique and that the guidelines will have to be applied accordingly. Guidelines include:

1. siting structures and other development such as highways, power lines, and signs, back from shorelines or in other inconspicuous locations to maintain the attractive quality of the shoreline and to retain views to and from the shore;
2. clustering or orienting structures to retain views, save open space and provide visual organization to a development;
3. incorporating sound, existing structures (especially historic buildings) into the overall development scheme;
4. removing deteriorated and/or degrading elements;
5. maintaining or restoring the original land form, except when changes screen unattractive elements and/or add appropriate interest;

6. maintaining or adding vegetation to provide interest, encourage the presence of wildlife, blend structures into the site, and obscure unattractive elements, except when selective clearing removes unsightly, diseased or hazardous vegetation and when selective clearing creates views of coastal waters;

7. using appropriate materials, in addition to vegetation, to screen unattractive elements;

8. using appropriate scales, forms and materials to ensure that buildings and other structures are compatible with and add interest to the landscape.

#### AGRICULTURAL LANDS POLICY

POLICY 26 - TO CONSERVE AND PROTECT AGRICULTURAL LANDS IN THE STATE'S COASTAL AREA, AN ACTION SHALL NOT RESULT IN A LOSS, NOR IMPAIR THE PRODUCTIVITY, OF IMPORTANT AGRICULTURAL LANDS, AS IDENTIFIED ON THE COASTAL AREA MAP, IF THAT LOSS OR IMPAIRMENT WOULD ADVERSELY AFFECT THE VIABILITY OF AGRICULTURE IN AN AGRICULTURAL DISTRICT OR IF THERE IS NO AGRICULTURAL DISTRICT, IN THE AREA SURROUNDING SUCH LANDS.

Not applicable. There are no agricultural lands in the Dexter coastal area.

POLICY 27 - NOT INCLUDED IN THE LOCAL PROGRAM.

POLICY 28 - ICE MANAGEMENT PRACTICES SHALL NOT INTERFERE WITH THE PRODUCTION OF HYDROELECTRIC POWER, DAMAGE SIGNIFICANT FISH AND WILDLIFE AND THEIR HABITATS, OR INCREASE SHORELINE EROSION OR FLOODING.

Explanation of Policy. Prior to undertaking actions required for ice management, an assessment must be made of the potential effects of such actions upon the production of hydroelectric power, fish and wildlife and their habitats as will be identified in the Coastal Area Maps, flood levels and damage, rates of shoreline erosion damage, and upon natural protective features.

Following such an examination, adequate methods of avoidance or mitigation of such potential effects must be utilized if the proposed action is to be implemented.

POLICY 29 - NOT INCLUDED IN THE LOCAL PROGRAM.

POLICY 30 - NOT INCLUDED IN THE LOCAL PROGRAM.

POLICY 31 - STATE COASTAL AREA POLICIES AND MANAGEMENT OBJECTIVES OF APPROVED LOCAL WATERFRONT REVITALIZATION PROGRAMS WILL BE CONSIDERED WHILE REVIEWING COASTAL WATER CLASSIFICATIONS AND WHILE MODIFYING WATER QUALITY STANDARDS; HOWEVER, THOSE WATERS ALREADY OVERBURDENED WITH CONTAMINANTS WILL BE RECOGNIZED AS BEING A DEVELOPMENT CONSTRAINT.

Explanation of Policy. The State has classified its coastal and other waters in accordance with considerations of best usage in the interest of the public and has adopted water quality standards for each class of waters. These classifications and standards are reviewable at least every three years for possible revision or amendment. Local Waterfront Revitalization Programs and State coastal management policies shall be factored into the review process for coastal waters. However, such considerations shall not affect any water pollution control requirement established by the State pursuant to the Federal Clean Water Act.

A major purpose of the policies of the Dexter Waterfront Revitalization Program is to encourage and increase the recreational use of the Black River, particularly recreational fishing. At a minimum, the current C classification of the Black River must be maintained to achieve this purpose.

The State has identified certain stream segments as being either "water quality limiting" or "effluent limiting." Waters not meeting State standards and which would not be expected to meet these standards even after applying "best practicable treatment" to effluent discharges are classified as "water quality limiting." Those segments meeting standards or those expected to meet them after application of "best practicable treatment" are classified as "effluent limiting," and all new waste discharges must receive "best practicable treatment." However, along stream segments classified as "water quality limiting," waste treatment beyond "best practicable treatment" would be required, and costs of applying such additional treatment may be prohibitive for new development.

POLICY 32 - ENCOURAGE THE USE OF ALTERNATIVE OR INNOVATIVE SANITARY WASTE SYSTEMS IN SMALL COMMUNITIES WHERE THE COSTS OF CONVENTIONAL FACILITIES ARE UNREASONABLY HIGH, GIVEN THE SIZE OF THE EXISTING TAX BASE OF THESE COMMUNITIES.

Explanation of Policy. Alternative systems include individual septic tanks and other subsurface disposal systems, dual systems, small systems serving clusters of households or commercial users, and pressure or vacuum sewers. These types of systems are often more cost effective in smaller less densely populated communities and for which conventional facilities are too expensive.



Dexter's municipal sewer system adequately serves most of the coastal area with the exception of Fish Islands and a few dwellings in the southwesterly portion of the village along Maynard Avenue. Alternative sanitary waste systems will be pursued in these areas.

POLICY 33 - BEST MANAGEMENT PRACTICES WILL BE USED TO ENSURE THE CONTROL OF STORMWATER RUNOFF AND COMBINED SEWER OVERFLOWS DRAINING INTO COASTAL WATERS.

Explanation of Policy. Best management practices include both structural and nonstructural methods of preventing or mitigating pollution caused by the discharge of stormwater runoff and combined sewer overflows. At present, structural approaches to controlling stormwater runoff (e.g., construction of retention basins) and combined sewer overflows (e.g., replacement of combined system with separate sanitary and stormwater collection systems) are not economically feasible. Proposed amendments to the Clean Water Act, however, will authorize funding to address combined sewer overflows in areas where they create severe water quality impacts. Until funding for such projects becomes available, nonstructural approaches (e.g., improved street cleaning, reduced use of road salt) will be encouraged.

POLICY 34 - DISCHARGE OF WASTE MATERIALS INTO COASTAL WATERS FROM VESSELS SUBJECT TO STATE JURISDICTION INTO COASTAL WATERS WILL BE LIMITED SO AS TO PROTECT SIGNIFICANT FISH AND WILDLIFE HABITATS, RECREATIONAL AREAS AND WATER SUPPLY AREAS.

Explanation of Policy. The discharge of sewage, garbage, rubbish, and other solid and liquid materials from watercraft and marinas into the State's waters is regulated. Priority will be given to the enforcement of this Law in areas such as shellfish beds and other significant habitats, beaches, and public water supply intakes, which need protection from contamination by vessel wastes. Also, specific effluent standards for marine toilets have been promulgated by the Department of Environmental Conservation (6 NYCRR, Part 657).

POLICY 35 - DREDGING AND DREDGE SPOIL DISPOSAL IN COASTAL WATERS WILL BE UNDERTAKEN IN A MANNER THAT MEETS EXISTING STATE DREDGING PERMIT REQUIREMENTS, AND PROTECTS SIGNIFICANT FISH AND WILDLIFE HABITATS, SCENIC RESOURCES, NATURAL PROTECTIVE FEATURES, IMPORTANT AGRICULTURAL LANDS, AND WETLANDS.

Explanation of Policy. Dredging often proves to be essential for waterfront revitalization and development, maintaining navigation channels at sufficient depths, pollutant removal and meeting other coastal management needs. Such dredging projects, however,

may adversely affect water quality, fish and wildlife habitats, wetlands and other important coastal resources. Often these adverse effects can be minimized through careful design and timing of the dredging operation and proper siting of the dredge spoil disposal site. Dredging permits will be granted if it has been satisfactorily demonstrated that these anticipated adverse effects have been reduced to levels which satisfy State dredging permit standards set forth in regulations developed pursuant to Environmental Conservation Law (Articles 15, 24, 25 and 34), and are consistent with the policies of this program.

POLICY 36 - NOT INCLUDED IN THE LOCAL PROGRAM.

POLICY 37 - BEST MANAGEMENT PRACTICES WILL BE UTILIZED TO MINIMIZE THE NON-POINT DISCHARGE OF EXCESS NUTRIENTS, ORGANICS AND ERODED SOILS INTO COASTAL WATERS.

Explanation of Policy. For erosion and water pollution concerns, see Policy 11A. The only other non-point discharge problem identified in Dexter is that of fish carcasses from the recreational fishing along the waterfront. The village is submitting applications to DEC and the U.S. Department of Housing and Urban Development for design and funding of one or more fish cleaning stations.

POLICY 38 - NOT INCLUDED IN THE LOCAL PROGRAM.

POLICY 39 - NOT INCLUDED IN THE LOCAL PROGRAM.

POLICY 40 - NOT INCLUDED IN THE LOCAL PROGRAM.

POLICY 41 - NOT INCLUDED IN THE LOCAL PROGRAM.

POLICY 42 - NOT INCLUDED IN THE LOCAL PROGRAM.

POLICY 43 - NOT INCLUDED IN THE LOCAL PROGRAM.

POLICY 44 - NOT INCLUDED IN THE LOCAL PROGRAM.

Prioritization of Dexter LWRP Policies

<u>Priority</u>	<u>Policy</u>	<u>Policy Number</u>
1	Deteriorated and Underutilized Waterfront Areas	1
2	Recreational Use of Fish and Wildlife	9
3	{ Increase Types of Public Access	19
	{ Access to Publicly Owned Foreshore	20
	{ Water Dependent Uses (Recreation)	21
	{ Development and Water Related Recreation	22
4	Water Dependent Uses	2
5	Concentration of Development	5
6	Scenic Quality	25
7	{ Alternative and Innovative Sanitary Waste Treatment Systems	32
	{ Best Management Practices for Storm Water Runoff & Sewage Overflow	33
8	Vital Social, Economic and Environmental Interests	18
9	Dredging & Dredge Spoil Disposal	35

SECTION  
IV  
PROPOSED USES AND PROJECTS

## SECTION IV - PROPOSED USES AND PROJECTS

A key component of Dexter's Waterfront Revitalization Program consists of specific uses and projects, both public and private, proposed for the coastal area. Evaluation of inventory, waterfront conditions and applicable State and local policies provided the basis for determining proposed uses, and in most cases, preferred projects for the village's waterfront. The choice of uses and projects followed three principle steps: (1) identification of alternatives to satisfy applicable policies; (2) review of alternatives by the local waterfront advisory committee for recommendations of preferred uses and projects to the Village Board of Trustees; and (3) approval of such uses and projects by the Mayor and Village Board.

### PROPOSED LAND AND WATER USES

Five principle categories of new or changed land uses were proposed for Dexter's waterfront area: residential; commercial; industrial; public; and utilities. Plate XIII, entitled "Village of Dexter - Proposed Land and Water uses," illustrates their extent and distribution.

Residential. Expanded areas of residential use are proposed as infill development for vacant properties south of Lakeview Drive and west of Brainard Street. The actual extent of such development, however, is likely to be quite sparse due to practical limitations imposed on most of the areas by steep slopes, poor soil conditions and, with the exception of Maynard Avenue's water service, lack of public sewers and water supply.

In particular, the sizable tracts of forest and forest brushland between Brainard Street and Maynard Avenue are likely to remain in a largely undeveloped condition. The steep slopes there have historically precluded almost all development opportunities. On the few vacant parcels where slope is less of an obstacle, actual residential uses will be predicated upon soil suitability to handle on-site sewage disposal and upon extension of the water system by the village.

Commercial. The only additional commercial use proposed for the waterfront is targeted between two existing commercial structures found along the southeast side of William Street. Proximity to existing infrastructure and the village core make the expansion of commercial recreation facilities a viable use at this waterfront site.

Industrial. The northeastern portion of the former Sulphite Mill site (designated 11/Is on Plate XIII) is proposed for industrial use. Light industry and storage activities are currently planned for this deteriorated and underutilized waterfront area.

A mixture of water dependent and non-water dependent uses are anticipated in this industrial area since the property would be used to "incubate" new or expanding businesses (see description of Incubator Building project under Proposed Public and Private Projects). Non-water dependent businesses would be able to relocate to the Watertown Industrial Park as their expansion needs outgrow the site. Water dependent industries, on the other hand, would be encouraged to expand in Dexter's waterfront.

Public. For the immediate future, the balance of the former Sulphite Mill property is proposed to remain as public land, used by the village for temporary storage. As future demand warrants, inland portions of the site will provide for the expansion of industrial uses. Industrial uses will be encouraged to locate or expand first on the vacant land immediately west of the designated 11/1s area, which is more suitable for development than the steeply sloped land further west. Public recreational and related support facilities (e.g., parking) may also be provided on the site to meet demand generated primarily by the salmonid sport fishery.

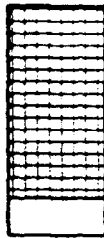
A sufficient portion of Sulphite Mill site adjacent to the water's edge will be retained by the village to maintain the opportunity for future public access along the shoreline. As needed, water-dependent or water-enhanced development will be permitted the use of these lands, with priority given to water-dependent industrial uses. Public access will be provided as a multiple use of such development, as future demand warrants and as compatible with such development.

Public uses are proposed for other waterfront properties owned by the village. In particular, public access and recreation activities are planned for the entire village-owned portion of the larger Fish Island and for the point of land abutting the west side of the NY Route 180 bridge. As future demand warrants, the village's parcel along the southeast side of William Street will provide for additional off-street parking for commercial and recreational waterfront uses and limited shoreline access when appropriate and compatible with adjoining uses.

Utilities. New areas proposed for this use category coincide with the presently undeveloped holdings of the Hydro Development Group, Inc. located along the east side of NY Route 180 south of Water Street, on the southern portion of the larger Fish Island and, covering all but the southwestern end of the smaller Fish Island. At present the firm has no plans for development of its vacant properties. Should the company increase its generating capacity, most expansion activities are expected to occur within the confines of existing facilities or on minor portions of its undeveloped lands for equipment storage.

Representatives of the Hydro Development Group, Inc. and village officials have discussed and are generally in agreement on public access and recreation (and parking) as a multiple use for property held by the firm on the southern portion of the larger island. Such cooperation is aimed at accommodating public access for salmon fishing and parking for both fishermen and spectators that are expected to gather near the proposed fish ladder.

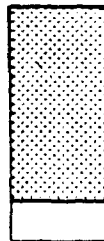
## Agriculture



- { Ac - Cropland
- Ap - Pasture
- Ax - Other Agriculture

A - Inactive

## Residential



- { Rr - 1 & 2 Family
- Rm - 3 or More (Multi-family)

R - Vacant

## Commercial



- { Cc - Retail Trade
- Cr - Recreational
- Co - Office & Non Retail
- Cx - Other Commercial

C - Vacant

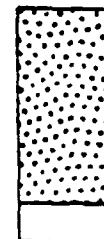
## Industrial/Extractive



- { Il - Light
- Ih - Heavy
- Is - Industrial Storage
- Ix - Other Industrial
- Es - Stone Quarries
- Eg - Sand & Gravel Pits
- Ex - Other Mining

I/E - Vacant

## Public/Semi-Public



- { Pg - Government Services
- Pe - Educational
- Pr - Recreational
- Ps - Semi-Public

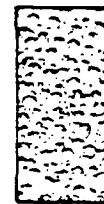
P - Vacant

## Transportation/Utilities & Communications



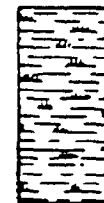
- Ta - Airports
- Tr - Railways
- Tw - Water Transport
- Tx - Other Transportation
- Ue - Electric Gen./Dist.
- Ug - Gas & Oil Transmission
- Us - Water Treatment
- Ur - Solid Waste Management
- Ux - Other
- T/U - Vacant

## Forest



- { Fn - Forest
- Fb - Forest Brushland
- Fp - Forest Plantation

## Wetlands

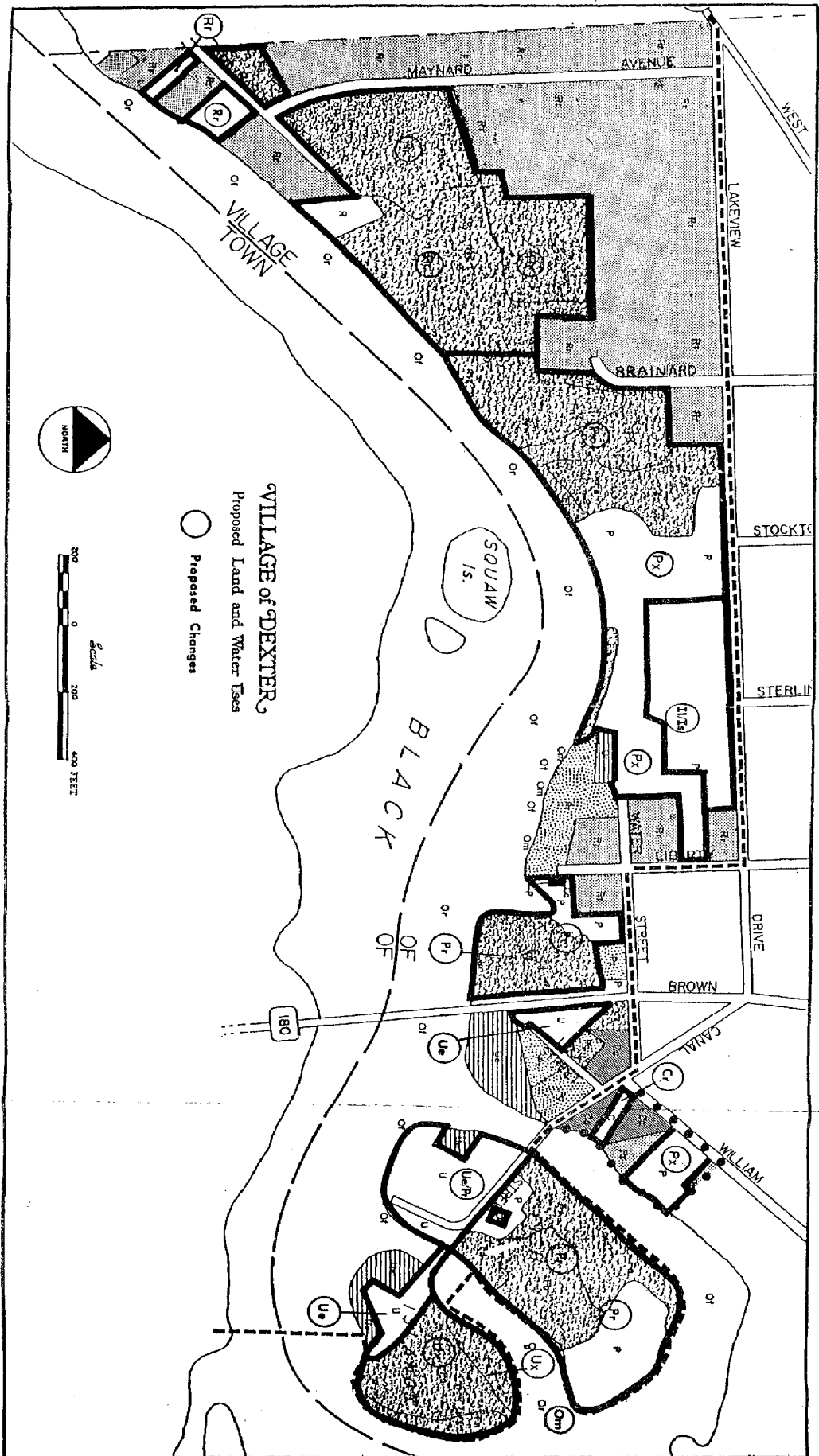


- { Wp - Public/Recreational
- Wx - Other

## Non-Productive Lands



- { Ns - Sand & Beach
- Nr - Exposed Rock Cliffs





## PROPOSED PUBLIC AND PRIVATE PROJECTS

In concert with the proposed land and water uses identified on the preceding pages, five waterfront revitalization projects have been proposed. Three of the five projects were initiated before or during the development of Dexter's Local Waterfront Revitalization Program and are now in progress or near completion. The remaining two are expected to commence within the next two years. Together, the five projects constitute a comprehensive effort to reestablish the local waterfront as a major center of activity and economic strength. Generally located on Plate XIV, they include the following:

1. the lower boat launch facilities,
2. Riverside Park,
3. rehabilitation of buildings in the village core,
4. development of Fish Island, and
5. an "incubator building" at the former sulphite mill site.

Each of these projects has been deemed critical to revitalization of the Dexter waterfront. The remainder of this section provides individual project description, including sketch plans, cost estimates and time schedules.

Lower Boat Launch Facilities. Spurred by the Department of Environmental Conservation's salmonid stocking program on the Black River, the Village of Dexter began preparing to manage the impacts which could be expected from a maturing sport fishery. If managed properly, the fishery would foster area-wide economic benefits through increased tourism during what has typically been the "off season" along the eastern shores of Lake Ontario and the U.S. side of the St. Lawrence River.

The village recognized the potential benefits to local businesses and the need for a concerted effort to prepare for an influx of fishermen. With local volunteers -- principally members of the Dexter Volunteer Fire Department -- and less than \$4,000 drawn from the village's limited tax revenues, the community began in 1981 and has nearly completed as of 1983 its first waterfront project.

This project consists of developing a double width boat launch ramp, a single width launch ramp, approximately 100 feet of docking, a limited amount of dredging near the ramps and dock, a fish cleaning station, two crushed stone car and boat trailer parking areas, access driveways, an overflow parking area and landscaping (see Plate XIV-Area A, and Plate XV). Only the overflow parking, dredging and landscaping remain to be completed at present. These will be undertaken within the next two years as determined appropriate for the levels of parking demand and launch ramp use generated by the salmon fishermen and the extent of landscape buffer thus warranted. Additional grading and application of crushed stone for parking, dredging, completion of landscaping, and the fish cleaning station are estimated to cost between \$7,500 and \$11,500.

Riverside Park. The second waterfront project (also near completion) is Riverside Park. Shown in Area A of Plate XIV and in the lower center of Plate XV, the new park was conceived as a means of encouraging additional public access to the river to provide a recreation facility for salmon fishermen in the Spring and Fall and village residents throughout the Summer. At the same time, the village put its underutilized point of land west of the NY Route 180 bridge into productive and beneficial use.

Work began on this project in July of 1983 and is now almost completed. Included in the project was: substantial cutting and clearing of the site; filling; grading; limited dredging; construction of a 50 foot pedestrian bridge, a 25 foot by 25 foot picnic shelter, restrooms, and an additional 120 feet of boat docks; installation of pedestrian paths, picnic tables, fireplaces, and beaching areas for small boats; lighting; and landscaping. Work remaining at present includes the restrooms, fireplaces, dredging of the cove between the park and the lower boat launch facilities, lighting and limited landscaping. It is noteworthy that the initiative of local volunteers and about \$6,000 in village tax dollars and other contributions accelerated the progress -- begun on this site with a SBA grant for landscaping -- and put the park in place in a three-month period.

Total project costs are estimated at \$25,000 to \$31,000 with completion targeted for 1985. Again, the variable estimates of costs is predicated upon the extent of further improvements being determined in relation to the growth in level of demand for these facilities by fishermen and village residents alike.

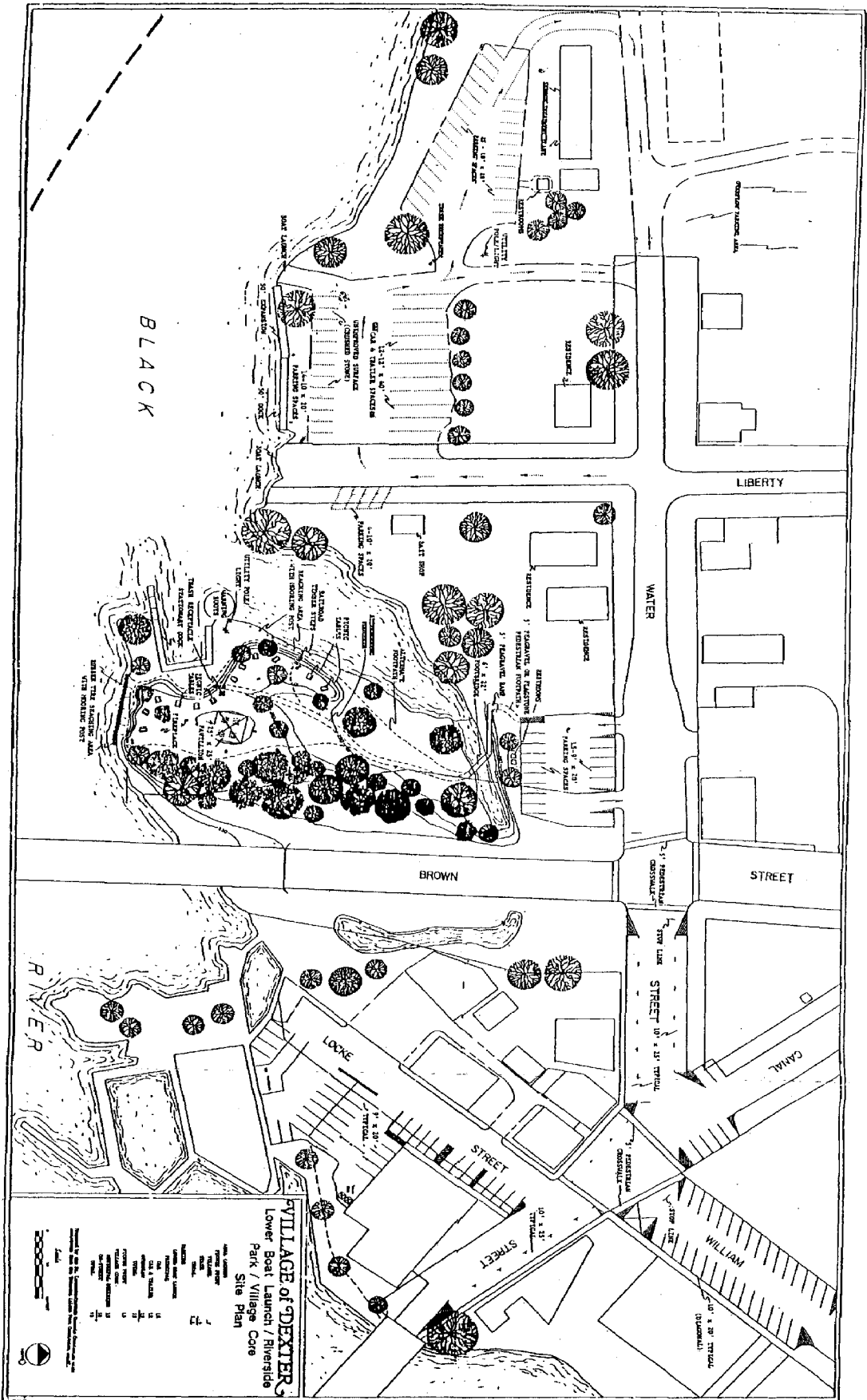
Village Core. Also shown in Area A of Plate XIV and in the right (east) portion of Plate XV is the village core area which constitutes the third project site. Principal activities proposed there include commercial facade improvements, structural renovations to the so-called Village Barn, landscaping, new pavement striping for parking and pedestrian crosswalks.

The facade improvements are targeted at about eight commercial enterprises along Water Street and William Street. Needed improvements vary considerably from structure to structure but are generally less than \$10,000 for the average building. Total costs of the facade program are estimated at approximately \$75,000.

As part of the overall core area improvements, substantial renovations are proposed for the Village Barn which houses the village's snowplowing equipment and other DPW functions. The needed roof replacement, new doors and windows, new concrete floor, block bonding of the exterior and internal improvements are projected to cost \$57,000. Renovations are scheduled for completion in 1984.

The pavement striping and landscaping improvements within the village core area are expected to cost approximately \$8,500 and would be undertaken in 1986, depending on the availability of funds.





Fish Island. The second largest project encompasses the larger of the two Fish Islands. It represents a formidable undertaking to further the success of the Department of Environmental Conservation's salmonid sport fishery through the provision of public access and recreation facilities. Revitalization of the deteriorated and underutilized parcel owned by the village is a parallel goal.

As illustrated in Area B of Plate XIV and on Plate XVI, the project involves construction or installation of the following:

1. a 40 ft. wide boat launch, 100 ft. of docks and parking for a minimum of 40 cars and boat trailers;
2. a 40 ft. picnic pavilion (on an existing 60 ft. by 80 ft. concrete pad) with picnic tables, trash receptacles and associated parking;
3. restrooms;
4. a fish ladder between the two Fish Islands;
5. a spectator area to allow visitors a safe, accessible means of viewing salmon passing up the fish ladders;
6. a shared use parking lot for roughly 50 cars at the southern end of the island;
7. roadway and pedestrian walkway improvements;
8. general filling and landscaping improvements including clearing, grading, seeding and planting, especially around the southern end of the island; and
9. miscellaneous security lighting, fencing, and placement of trash receptacles. A second fish cleaning station for the disposal of fish remains will probably be needed on Fish Island to minimize nuisance and sanitary impacts during peak Fall and Spring salmon runs.

Rough estimates for project components are as follows:

Public

Parking areas, driveways and walkways	43,000
General site work	4,000
Pavillion	12,000
Restrooms	9,000
Lighting	11,000
Boat Launch and Dock	7,000
Fish Cleaning Station	5,000
Landscaping and miscellaneous*	<u>32,000</u>
Subtotal	118,000
Contingencies	11,300
Engineering and Administration	<u>19,200</u>
Subtotal	<u>148,500</u>

\*picnic tables, fireplaces, trash receptacles, safety warning cable and handrail for spectator area.

Private (Hydro Development Group, Inc.)

Fish Ladder	350,000
Engineering	<u>35,000</u>
Subtotal	<u>385,000</u>
Total	<u>\$533,500</u>

The total cost of the Fish Island project is thus conservatively estimated in the range from \$500,000 to \$550,000. Again, the use of a range for estimated costs reflects the need to match facilities to the level of demand for the sport fishery as and to the extent it matures. Completion of the overall project is anticipated to require two years from its initiation. Current planning efforts envision the project beginning in 1984.



"Incubator Building." The fifth project is located south of Lakeview Drive, west of Liberty Street, where a few structures still stand amidst the ruins and rubble of the abandoned mill property formerly owned by the Dexter Sulphite Pulp and Paper Company (see Area C on Plate XIV). One of the site's structures, a three-level concrete and structural steel building, was determined to be sufficiently sound to permit renovation. The village's long-standing desire to deal with the eyesore and safety hazards imposed by the abandoned mill led to the proposed "incubator building" project which will accomplish such renovation. Plates XIII and XIV show the location of the "incubator building" and the surrounding three-acre parcel encompassed by the project. This parcel will be conveyed by the village to the Frontier Housing Authority.

The project entails substantial rehabilitation of the three-level building to provide about 50,000 sq.ft. of floor area for the incubation of new or expanding business and industry. It is believed that many of the firms starting or expanding there would ultimately relocate to other parts of Jefferson County, including the Jefferson County Industrial Park. Considerable assistance was provided by the Technical Assistance Center in Plattsburgh and the Jefferson County Industrial Development Agency in formulating and seeking funding for this facility.

In addition to renovations for the incubator building, the project will involve widespread improvements to the surrounding site through demolition and clearance of old building remains, filling, and the construction of access roads and parking. Overall costs of the project are estimated at nearly \$1.5 million. A detailed breakdown of project components and costs is provided below. Work on the project began recently (late October 1983) and is expected to be completed within two years. Special legislation has been submitted for introduction to the State Legislature whereby a foreign trade zone would be created for the site of the incubator building.



PROJECT COST \*  
 PROPOSED  
 INCUBATOR INDUSTRIAL BUILDING  
 VILLAGE OF DEXTER  
 JEFFERSON COUNTY  
 (Based on ENR of 3700)

<u>General Construction</u>	<u>Estimated Cost</u>
Interior clean-up	\$ 20,000
Demolition of old building remains, lump sum	30,000
Granular fill 450' x 80' x 5' ÷ 27 x \$6.50/cy	43,000
100 car parking lot @ 1/10 Veh./Ac. 43,560 SF ÷ 1.7 ÷ 9 SF/sy x \$10/sy	28,500
Access Roads and truck parking 15,000 SF ÷ 9 SF/sy x \$10/sy	16,600
Remove old roofing & place new insulation and roofing - 18,000 SF x 3.70/SF	66,600
Modifications to existing structure	
a. Remove windows - replace w/insulated panels 72 ea. x 41 SF/ea. x 9.75	28,800
b. Install new windows 72 ea. x 25 SF/ea. x \$27.75	49,950
c. Rebuild 4354 SF of wall w/conc. block 4354 x \$6.50	28,300
d. New roof system and structural modifications	36,700
e. Repair 1700 SF of floor @ \$5.00	8,500
f. Install insulated overhead doors 8 x \$2,000	16,000
g. Install new office area partitions	32,800
h. Scaffold, temporary heat, general conditions	10,400
Install freight elevator - L.S.	50,000
Remove and replace deteriorated walkways	3,000
Structural Modifications - L.S.	22,000
Fireproof third floor columns	2,500
New doors and windows (office areas)	22,300
Repair basement laid-up stone wall - L.S.	25,200

New exterior access to roof - L.S.	\$ 11,000
New stairs and handrails - L.S.	21,000
Paint interior of building: window closures and walls	13,800
New spray on ceiling/acoustical treatment - 54,000 SF @ \$1.31/SF	70,750
New ceiling system in office areas - L.S.	6,000
General conditions (mobilization, scaffolding, temporary heat, etc.)	<u>18,600</u>
Subtotal	\$682,300
Contingency	102,400
Engineering & Inspection	<u>78,500</u>
	\$863,200

#### HVAC

L.P. Gas radiant heating system 45,000 SF x \$2.69/s.f.	121,050
Ventilation	
a. 900 l.f. duct work @ \$20	18,000
b. Misc. controls and panels	5,000
c. 6 ea. power exhausters and intake ventilation	<u>9,000</u>
Subtotal	\$153,050
Contingency	23,000
Engineering & Inspection	<u>17,650</u>
	\$193,700

#### Plumbing

##### Plumbing

a. 6 toilet rooms @ \$5,000 ea.	30,000
b. 350' of 4" Ø sewer to building @ \$50	17,500
c. 150 l.f. of sanitary sewer @ \$25	3,750
Dry type sprinkler system - L.S.	<u>35,000</u>
Subtotal	\$ 86,250
Contingency	12,900
Engineering & Inspection	<u>9,900</u>
	\$109,100

## Electrical

Lighting and power wiring for three floors	\$ 57,380
Entrance and general power distribution	<u>70,650</u>
Subtotal	\$128,030
Contingency	19,200
Engineering & Inspection	<u>14,770</u>
	\$162,000

## Summary

General Construction	\$863,200
HVAC	193,700
Plumbing	109,100
Electrical	<u>162,000</u>
	\$1,328,000
Legal and Administrative	16,000
Site Surveys	<u>10,000</u>
	\$1,354,000
Estimate Prepared @ ENR = 3700 -	\$1,354,000
Current ENR = 3876.30 (10/82) -	\$1,419,000
Estimated ENR @ Bid = 4044.3(6/83) -	\$1,480,000

\* Source: Dexter Incubator Building, Frontier Housing Authority, October, 1982.

SECTION

V

TECHNIQUES FOR LOCAL IMPLEMENTATION OF THE PROGRAM

## SECTION V - TECHNIQUES FOR LOCAL IMPLEMENTATION OF THE PROGRAM

To achieve the objectives embodied in the policies, uses and projects which form the core of its Local Waterfront Revitalization Program, the Village of Dexter has identified a finite set of essential techniques and actions which are needed to ensure program implementation. Such techniques and actions are grouped under the following major categories:

- . Local Laws and Regulations
- . Other Public and Private Actions
- . Management Structure
- . Financial Resources
- . Summary Chart of Actions Implementing Local Policies

### LOCAL LAWS AND REGULATIONS

Existing Local Laws and Regulations. A few local regulations have been adopted by the village to govern new development. Though Dexter lacks land use and zoning laws, the recently adopted local SEQR provisions, the Flood Damage Control Law, and village adoption of the NYS Uniform Fire Prevention and Building Code provide some measure of control over new development.

(1) The Flood Damage Control Law enforces the LWRP by establishing development controls for the Flood Hazard Areas noted in Section II -- Inventory and Analysis. These controls support floodplain management policies included in Section III -- Policy.

(2) The local SEQR law is patterned after the "Model Local SEQR Law" in The SEQR Handbook (NYS Department of Environmental Conservation, Division of Regulatory Affairs, 1982 edition). This law gives the village the power to review all new land use and development activities which might have adverse impacts on the waterfront area or the implementation of the LWRP. The law establishes a Waterfront Revitalization Advisory Committee which reviews the environmental significance of proposed actions in the waterfront area. Actions which conflict with the LWRP's coastal policies are designated Type I, requiring an environmental assessment review. The local SEQR law is therefore designed to ensure that all proposed actions affecting Dexter's waterfront are carefully examined in relation to both the State Environmental Quality Review Act and the State and local coastal policies identified in the LWRP.

(3) The village recently adopted the NYS Uniform Fire Prevention and Building Code, which requires permits and inspections for new structures as well as additions or alterations to existing buildings. Through this permit process, the village can review private and public developments for consistency with the

development and revitalization policies of the LWRP. It should be noted that a local building inspector has been hired to enforce the code.

Proposed Local Laws and Regulations. In view of the extent to which the Village of Dexter controls the waterfront through outright public ownership, local officials see little need for land use regulations to implement the Local Waterfront Revitalization Program. Those few remaining areas of the waterfront under private ownership are generally subject to physical constraints or other levels of governmental regulation, where the village's regulations are lacking. These constraints and regulatory provisions are noted below:

Steeply rising topography, limited road access, and poor soil suitability limit all future development in the privately owned areas west of the village's holdings south of Lakeview Drive. Since the further installation of sewers would not be economically feasible here, only a limited intensity land use, such as low density residential infill, is practical. The ability of private owners to receive approval from DEC or DOH for conventional septic systems in this area will be further limited by the poorly suited soils.

The restricted access to the holdings of the Hydro Development Group, Inc. and the firm's highly specialized physical plant substantially assure the continuance of that use as a water-dependent use within the waterfront. Only diseconomies in hydroelectric power generation by small plants around the State in general would be likely to jeopardize this use.

Finally, existing uses in the village core area have traditionally consisted of small businesses serving a limited local market. New demand for commercial services in the core (from fishermen and spectators) is expected to increase but is unlikely to attract new businesses. Rather, existing establishments are likely to meet such demand through increased retailing and minor structural expansion. The seasonality of the salmonid sport fishery is thus viewed as a stabilizing factor for local businesses and not as a growth or development catalyst.

Approval of individual sewage disposal systems by the NYS Department of Environmental Conservation (or by the NYS Department of Health in the case of subdivisions) makes local regulations of such systems unnecessary. When added to the physical constraints on the private lands in the southwestern portion of Dexter's waterfront, this control of septic waste disposal dictates that only limited residential development can occur there.

FERC (Federal Energy Regulatory Commission) regulations likewise control the extent and operation of the hydro-electric facility. The Hydro Development Group, Inc. property is largely isolated and insulated from other development pressures due to its confinement (on the southern end of both Fish Islands and on a precipitous parcel between the village core and the river) and its being entirely surrounded by village-owned property.

#### OTHER PUBLIC AND PRIVATE ACTIONS

Local Government Actions. Village actions deemed necessary to implement the LWRP are as follows:

a. Deed Restrictions and/or Restrictive Covenants.

- (1) In the future, village officials may deem the public interest best served by selling, trading or otherwise conveying to private ownership some of the extensive village-owned property located in the waterfront. Such land disposition would undoubtedly be viewed by the local government as fostering additional local tax revenues by returning unproductive land to the assessment rolls and encouraging private development.

Actions to remove waterfront property from public ownership would necessarily require prior assessment to determine environmental significance pursuant to SEQRA and the local SEQR law noted earlier. As part of the assessment, the village would be obligated to determine the consistency of such actions with the policies, uses and projects of the approved LWRP -- and not accordingly.

However, in view of the village's lack of basic land use controls, the consistency of private actions using or developing the land conveyed by the village would remain in doubt. Therefore, the village will place a restriction or require a covenant in the deed for any village-owned property proposed to be transferred from village to private ownership. The deed restriction or restrictive covenant will, in effect, limit the use of the transferred property to those land uses, developments and/or activities

which are consistent to the maximum extent practicable with the policies of the approved LWRP. In that the deed restrictions or restrictive covenants would be enforceable through civil action, the village will be able to ensure by litigation that subsequent private actions involving waterfront property formerly owned by the village will also implement the LWRP. The LWRP compliance review process (described earlier in this section) will provide the means of deciding on the need for litigation of inconsistent actions and documenting the inconsistency for court proceedings.

b. Coordination with Certain State Agencies.

- (1) In order to carry out a broad array of policies, uses and projects in its waterfront, the village will establish and/or maintain a significant level of state-local coordination with the Department of Environmental Conservation, the Office of Parks, Recreation and Historic Preservation, the Department of State, the Department of Commerce and the St. Lawrence-Eastern Ontario Commission. Various degrees of coordination have already been initiated over the last several years. However, new initiatives to coordinate will begin following the completion of the next LWRP component, SECTION 6 - FEDERAL AND STATE PROGRAMS LIKELY TO AFFECT IMPLEMENTATION. For the specific purpose of implementing proposed waterfront uses and projects, the coordinating efforts must persist at an intensive level over a period of at least another three years.
- (2) Coordination efforts will increase mutual awareness and cooperation between the village and these state agencies with regard to the day-to-day implementation of the LWRP at the local level. Such coordination will also help to open and maintain channels or linkages with a number of federal agencies with programs operated or administered through or in conjunction with these particular state agencies. The development of Fish Island for public access and recreation is a good example of the need for this type of local action. The local initiatives of Dexter residents cannot bring about full development of the island's proposed facilities. The technical expertise and financial assistance of DEC, OPRHP, DOS and SLEOC must meld with Dexter's noted volunteerism and limited capital to carry out that project and, thereby, advance DEC and OPRHP efforts to stimulate regional economic benefits through improved public access to the State's sport fishery.



c. Coordination with Adjoining Communities and Local Organizations.

- (1) Although consultation with other federal, state, regional and local agencies is required during the preparation of the LWRP, coordination will continue beyond the program's development in order to assure implementation. Assistance from the Town of Brownville and cooperation from the Town of Hounsfield and the Village of Sackets Harbor will be needed to manage impacts from the growing sport fishery. Cooperation with the Dexter Area Chamber of Commerce, the Greater Watertown Chamber of Commerce, the Thousand Islands International Council, the Jefferson County Sport Fishery Advisory Council, the Jefferson County Industrial Development Agency, and others are vital to carrying out waterfront projects and furthering the LWRP's policies.
- (2) Local coordination will assist in pooling local resources and maintaining momentum throughout the implementation stages.

d. Creation of a Local Waterfront Revitalization Advisory Committee.

- (1) The LWRP Advisory Committee, informally established to guide the program during its preparation, will be given a continuing role during program implementation through the proposed local SEQR law.
- (2) The diverse local representation of business, industry, community organizations and other residents which characterizes the present committee would provide an excellent basis for continuing local public/private cooperation and coordinating local project initiatives as well as providing for reviews of actions affecting the waterfront or the LWRP.

e. Grantsmanship.

- (1) Existing grant development and administration activities will be continued with increased attention focused on the waterfront.
- (2) While certain waterfront projects can be implemented largely through local initiatives because of the considerable level of volunteer efforts, other projects will require major funding sources through federal, state and area agencies. The "incubator building" and Fish Islands are foremost in projects requiring successful grantsmanship.

- f. Project Implementation Activities. The following specific actions will be necessary to undertake and complete projects included in SECTION IV - PROPOSED USES AND PROJECTS:

(1) Lower Boat Launch Facilities and Riverside Park:

- (a) preparation of detailed landscaping plans for both sites with emphasis on buffering adjoining land uses from activities at these sites and enhancing the visual amenities of this portion of the shoreline
- (b) application to DEC/Corps of Engineers for permits to dredge the Black River along the toes of the boat launch ramps and within the small cove next to Riverside Park
- (c) application to HUD for Small Cities funding to undertake the landscaping, dredging, fish cleaning station, and lighting work
- (d) coordination with SLEOC, OPRHP, DEC, Corps of Engineers, HUD, and local volunteer organizations concerning the design, engineering, permits, funding and actual site work.

(2) Village Core Area Revitalization:

- (a) research for and design of a commercial rehabilitation program to provide subsidies and/or low interest loans for facade and structural improvements to deteriorated commercial structures (including apartments) within the core area
- (b) application for Small Cities funding to create a revolving loan fund and a subsidy fund to operate the rehabilitation program
- (c) establishment of a program administrator function to promote and administer the program
- (d) coordination with HUD, SBA and area lending institutions to assure proper interface between federal funding, operation of the rehabilitation program and private financing
- (e) application for funding through the NYS Division of Housing and Community Renewal for a Rural Area Revitalization Program (RARP) grant to improve the "Village Barn"
- (f) budgeting of village revenues for additional Village Barn improvements, landscaping of village property within the core area, and restriping William, Water and Locke Streets for parking and pedestrian crosswalks
- (g) coordination with the Hydro Development Group, Inc. for general debris removal, site cleanup and landscaping of the firm's shoreline holdings.

(3) Fish Island Public Access and Recreation Improvements:

- (a) preliminary engineering work for specific development components including: grading plans (for parking facilities, access road, spectator area and pedestrian paths), design for sanitary facilities, a fish cleaning station, pavilion, and lighting specifications
- (b) preparation of detailed landscaping plans for the island
- (c) application for Small Cities funding to undertake the project
- (d) negotiation of a public access easement (or lease) to allow the village legal authority to provide public parking on and fishing access from the Hydro Development Group, Inc. property
- (e) coordination with SLEOC, OPRHP, DEC, Corps of Engineers, local volunteer organizations and the Hydro Development Group, Inc. during the actual development of the Fish Islands Improvements. An ECL Article 15 (Protection of Waters) permit will be needed from DEC.

(4) "Incubator Building":

- (a) engineering, design and funding have already been completed for this project
- (b) current work remaining includes the preparation of detailed landscaping, parking and traffic circulation plans (tailored to new occupants of the structure) with emphasis on enhancing the visual amenities of the waterfront
- (c) coordination with the Jefferson County Industrial Development Agency, the Economic Development Administration and private firms seeking to lease space in the facility will be necessary during construction (currently underway).

Private Actions. In view of the extent of waterfront ownership by the village, only limited private action has been identified as necessary for LWRP implementation.

a. Installation of a Fish Ladder by the Hydro Development Group, Inc.

- (1) The Hydroelectric firm is required, by stipulations in its operating permit from DEC, to install a fish ladder to allow the passage of salmonids above the middle dam located between the two Fish Islands.

- (2) The required fish ladder will extend the salmonid sport fishery upstream on the Black River above Dexter. Development of the Fish Island public access and recreation facilities is thus largely predicated upon the fish ladder.
- b. Private Investment in Commercial Rehabilitation in the Village Core.
    - (1) With a rehabilitation loan/subsidy program operated by the village, facade and structural improvements in this area will be leveraged to the extent individual property owners can be induced to reinvest private capital in their buildings.
    - (2) Such private investment will assure a level of waterfront revitalization in the core area that will stabilize the structures, increase individual and collective business activity and perpetuate needed local commercial services.

## MANAGEMENT STRUCTURE

### Lead Agency.

- a. Village Board of Trustees.
- b. Principal Local Official (for LWRP management and coordination). Mayor.

### Specific Responsibilities.

- a. Mayor. Provision of overall LWRP supervision and management and intergovernmental coordination on LWRP policy.
- b. Trustees. Execution of assigned categorical responsibilities (under direction of Mayor) for aspects such as infrastructure capacity, coordination with volunteer groups and local government cooperation.
- c. Community Development Coordinator. Grantsmanship and grant administration for comprehensive LWRP project funding; staff coordinator for Waterfront Revitalization Advisory Committee.
- d. Village Building Inspector. Enforces the NYS Uniform Fire Prevention and Building Code; reviews development proposals for Mayor and Trustees regarding compatibility with LWRP policies and SEQR.
- e. Waterfront Revitalization Advisory Committee. Provision of advice and assistance to the Village Board of Trustees in:

- (1) Review of projects and uses for compliance with the LWRP.
  - (2) Strengthening public/private sector cooperation during program implementation and providing an independent source of input/feedback to the Village Board on prioritizing waterfront projects and LWRP activities.
- f. Superintendent of Public Works. Assigned responsibilities in operation and maintenance of public waterfront projects, uses and activities.
  - g. Village Clerk/Treasurer. Local communication and fiscal responsibilities working closely with Mayor, Community Development Coordinator and Superintendent of Public Works.

Compliance Procedures. Each proposed action to directly undertake, fund, permit or otherwise approve a given public or private project, use or activity within or directly affecting the Local Waterfront Area (LWA) of Dexter will be reviewed for compliance with the LWRP pursuant to the provisions of the local SEQR law previously noted. The specific compliance procedures would be as follows:

- a. Initial Review. The Building Inspector (or Village Clerk):
  - (1) Advises each applicant, when a building permit application is involved, and each board, department, office, other body or officer whether a proposed action is subject to the provisions of SEQR and the local SEQR law.
  - (2) Determines whether a proposed Type I or Unlisted Action is contemplated within the Local Waterfront Area (LWA).
  - (3) Provides applicants, boards, departments, offices, other bodies or officers with Environmental Assessment Forms (EAF's) and Coastal Assessment Forms (CAF's).
- b. Local Waterfront Revitalization Program (LWRP) Review.
  - (1) For proposed Type I or Unlisted Actions located within the LWA, each completed EAF with accompanying CAF and each completed Draft EIS is referred to the Waterfront Revitalization Advisory Committee.
  - (2) Within thirty (30) days, the Waterfront Revitalization Committee reviews the proposed action in relation to the LWA and the village's LWRP and provides the lead agency with the Committee's recommendations addressing potentially significant impacts on the LWA; consistency with the LWRP; alternative actions

which would avoid potential environmental impacts and ensure consistency; and measures, if any, to mitigate such impacts and improve consistency.

- c. Determination of Significance. The lead agency, within fifteen (15) days of receiving all information required, including the recommendations of the Waterfront Revitalization Advisory Committee, determines the environmental significance of the proposed action.
- d. EIS Preparation. When the lead agency determines that the proposed action may involve significant adverse impacts on the environment, it will follow SEQR procedures governing public notice of such determination, preparation of a Draft EIS, public notice, and public hearing on the Draft EIS and so on.

Review Procedures for Federal and State Consistency. Local review of federal and state actions for consistency with the LWRP will follow procedures paralleling those in Compliance Procedures b. above whereby the Waterfront Revitalization Advisory Committee reviews the proposed action in relation to the LWRP and, in this case, recommends to the Village Board. The Village Board will advise the Department of State, if it identifies any conflicts between the proposed action and the Waterfront Revitalization Program. Furthermore, the Mayor, the Chairperson of the Local Waterfront Revitalization Advisory Committee and the Community Development Coordinator (or Village Clerk) will participate with representatives from the involved federal or state agency and from the Department of State to resolve any identified conflicts between the proposed action and the village's LWRP.

## FINANCIAL RESOURCES.

### Proposed Projects.

#### a. Lower Boat Launch Facilities.

Total Project Cost		24,000
Expended to Date		
. Village General Fund	4,500	
. Contributions/Donations	1,500	
. Volunteer Labor	6,500	
	<u>12,500</u>	-12,500
Balance of Funding Needed (landscaping, dredging, fish cleaning station, and lighting)		<u>11,500</u>
Funding Sources		
. CDBG Small Cities	10,500	
. Volunteer Labor	1,000	
	<u>11,500</u>	-11,500
		<u>-0-</u>
Funding Availability (see b. below)		

b. Riverside Park.

Total Project Cost		31,000
Expended to Date		
. Village General Fund	4,000	
. Contributions/Donations	2,000	
. Volunteer Labor	2,000	
. SBA (Jobs Bill)	15,000	
	<u>23,000</u>	<u>-23,000</u>
Balance of Funding Needed		8,000
(landscaping and dredging)		
Funding Sources		
. CDBG Small Cities	8,000	- 8,000
		<u>-0-</u>

Funding Availability. The Village of Dexter has taken substantial initiatives in funding and obtaining contributions, donations and voluntary labor to undertake public access and recreation improvements for both the lower boat launch facilities and Riverside Park. With the exception of bringing additional volunteer labor to bear on the lower boat launch facilities, no further village revenues can be committed or justified (to local taxpayers) to support the DEC sports fishery on the Black River below the dams. CDBG Small Cities funding will be sought to complete these projects. If unsuccessful in obtaining such funds from HUD, the village hopes to qualify for part of the "set aside" for communities under 2,500, assuming the program is passed from the federal level to DOS. If unsuccessful along this avenue, the village would consider seeking the funds through a Land and Water Conservation Fund matching grant, but only if a survey of village taxpayers indicated support and if the revenues could be found in the village's general fund to provide the match.

c. Village Core.

Total Project Cost		137,000
Expended to Date		<u>-0-</u>
Balance of Funding Needed		137,000
Funding Sources		
. Village General Fund --	17,000	
village barn		
. DHCR (RARP)	40,000	
. Volunteer Labor	5,000	
. CDBG Small Cities --	50,000	
commercial rehabilitation		
. Private commercial	25,000	
rehabilitation		
	<u>137,000</u>	<u>-137,000</u>
		<u>-0-</u>

#### Funding Availability

- . Village -- the village has committed to provide \$17,000 in cash or inkind towards rehabilitation of the village barn (DPW).
- . DHCR (RARP) -- the village has submitted an application for \$40,000 from the Division of Housing and Community Renewal for Rural Area Revitalization Program funding to rehabilitate the village barn.
- . Volunteer Labor -- through the various local organizations, volunteer labor can be expected to easily equal or exceed \$5,000 in general community street-scape and rehabilitation improvements for the village core area.
- . CDBG Small Cities -- funding for a commercial rehabilitation program would be requested in the same application package as noted above for the lower boat launch facilities and Riverside Park, assuming assistance through the DOS "set aside" if not directly from HUD.

#### d. Fish Island.

Total Project Cost		533,500
Expended to Date		
. Volunteer Labor	5,000	
. Private (Hydro Dev. Group)	20,000	
	<u>25,000</u>	<u>-25,000</u>
Balance of Funding Needed		508,500
Funding Sources		
. Village General Fund	3,500	
. Volunteer Labor	5,000	
. Small Cities CDBG	135,000	
. Private (Hydro Dev. Group)	365,000	
	<u>508,500</u>	<u>-508,500</u>
		-0-

#### Funding Availability

- . Village General Fund -- the village can commit and justify another \$3,500 from village revenues for improvements on Fish Island.
- . Volunteer Labor -- based on past experience, about \$5,000 worth of volunteer labor can be predicted.
- . Small Cities CDBG -- an application for funding with the Jobs Bill monies has already been submitted to HUD.
- . Private -- the expenditure by the Hydro Development Group, Inc. is predicted since the firm's license to operate the hydroelectric facility stipulates construction of a fish ladder. Costs for the ladder could exceed estimates provided herein by \$100,000 to \$150,000.



e. "Incubator Building."

Total Project Cost		1,380,000	
Expended to Date		<u>-0-</u>	
Balance of Funding Needed			1,380,000
Funding Sources			
. EDA Public Works Grant	480,000		
. Small Cities CDBG	500,000		
. JCIDA* (Loan)	400,000		
	<u>1,380,000</u>	<u>-1,380,000</u>	<u>-0-</u>

\*Jefferson County Industrial Development Agency

Funding Availability -- funding from each of the sources identified above has been approved and the project is under construction.

Other Public and Private Implementation Actions.

- a. Financial resources for carrying out all other public implementation actions involve either the village general fund for existing employees and administrative costs or a portion of DOS (DECR) Rural Preservation Companies Program funds (currently \$31,900.00 for the period 6/1/83-5/31/84) for the Community Development Coordinator position (existing). Building code enforcement funds come from DOS, Office of Fire Prevention and Control.
- b. Private sector financial resources will rely principally on the banking system for improvement loans.

LWRP Management. Financial resources for managing the LWRP coincide with those identified in a. above.

# SUMMARY CHART OF ACTIONS IMPLEMENTING LOCAL POLICIES

<u>Policy</u>	<u>Implemented or Enforced by</u>
1, 1A-D	Five major projects/LWRP review process/Waterfront Revitalization Advisory Committee
2, 2A-C	Four out of five major projects/LWRP review process/village ownership/Waterfront Revitalization Advisory Committee
3	(not applicable)
4	(not applicable)
5, 5A-B	LWRP review process/village approval of sewer and water laterals/DEC or DOH approval of individual septic systems/Waterfront Revitalization Advisory Committee
6	(not included in the LWRP)
7	Coordination with DEC, OPRHP, DOS and SLEOC/LWRP review process/SEQR
8	Coordination with DEC, OPRHP, DOS and SLEOC/LWRP review process/SEQR
9	Three out of five major projects/village ownership/coordination with DEC, OPRHP, DOS and SLEOC/LWRP review process
10	(not applicable)
11, 11A	Flood Control Law/village ownership/public access and recreation projects with few structures (non-habitable and not subject to significant flood damage)/LWRP review process/Waterfront Revitalization Advisory Committee, Building Inspector's enforcement of building code.
12	(not applicable)
13	"
14	"
15	"
16	"
17	Flood Control Law/village ownership/nonstructural public access and recreation uses near Flood Hazard Areas/LWRP review process

Policy

Implemented or Enforced by

- |              |  |
|--------------|--|
| 18           | Five major projects/village ownership/LWRP review process/SEQR/Waterfront Revitalization Advisory Committee  |
| 19,<br>19A-C | Three major projects/village ownership/LWRP review process/coordination with DEC, OPRHP, DOS and SLEOC/Waterfront Revitalization Advisory Committee  |
| 20,<br>20A-C | Three major projects/village ownership/LWRP review process/coordination with DEC, OPRHP, DOS and SLEOC/Waterfront Revitalization Advisory Committee  |
| 21,<br>21A   | Three major projects/village ownership/LWRP review process/coordination with DEC, OPRHP, DOS and SLEOC/Waterfront Revitalization Advisory Committee  |
| 22           | Three major projects/village ownership/LWRP review process/coordination with DEC, OPRHP, DOS and SLEOC/Waterfront Revitalization Advisory Committee/private action by Hydro Development Group, Inc.  |
| 23           | Village ownership/LWRP review process/SEQR/Waterfront Revitalization Advisory Committee/coordination with OPRHP, Division for Historic Preservation  |
| 24           | (not applicable)   |
| 25,<br>25A   | Five major waterfront projects/coordination with DEC, OPRHP, DOS and SLEOC/coordination with adjoining communities and local organizations/private commercial rehabilitation/LWRP review process/SEQR/Waterfront Revitalization Advisory Committee |
| 26           | (not applicable)   |
| 27           | (not included in LWRP)   |
| 28           | Village ownership/LWRP review process/SEQR/Waterfront Revitalization Advisory Committee  |
| 29           | (not included in LWRP)   |
| 30           | (not included in LWRP)   |
| 31           | Coordination with DEC/LWRP review process/SEQR/Waterfront Revitalization Advisory Committee  |

<u>Policy</u>	<u>Implemented or Enforced by</u>
32	Coordination with DEC/LWRP review process
33	Coordination with DEC/LWRP review process/SEQR
34	Coordination with DEC, COE, OPRHP, DOS and SLEOC/LWRP review process/SEQR
35	Coordination with DEC, COE, OPRHP, DOS and SLEOC/LWRP review process/SEQR
36	(not included in LWRP)
37	Five projects plus village ownership cover most of the waterfront/coordination with DEC/LWRP review process/SEQR/village submission of grant applications to DEC and U.S. Dept. of HUD
38	(not included in LWRP)
39	"
40	"
41	"
42	"
43	"
44	"

All applicable policies are implemented by the local SEQR law wherein the provisions of SEQR are carried out at the local level in conjunction with the LWRP review process, the Waterfront Revitalization Advisory Committee, and the building permit application process.

SECTION

VI

FEDERAL AND STATE PROGRAMS LIKELY TO AFFECT IMPLEMENTATION

## SECTION VI - FEDERAL AND STATE PROGRAMS

### LIKELY TO AFFECT IMPLEMENTATION

As follow-up to the implementation actions identified by the Village of Dexter in the previous section, Section VI reviews federal and State programs which would impact implementation of this LWRP. Such actions are identified below in order to facilitate consistency between the State and federal activities and the local LWRP. The consistency provision of the waterfront revitalization act\* provides that such identified programs will be reviewed during the process of program approval and preliminary notice will be given of any apparent inconsistency. This draft review will allow the community an opportunity to refine their program and to better target appropriate State and federal programs.

A. Federal and State Actions and Programs which should be undertaken in a manner consistent with the LWRP.

1. Federal Actions and Programs.

- a. Department of Housing and Urban Development
  - (1) any local award of funds under CDBG
  - (2) any local award of funds under UDAG
- b. Department of Interior
  - (1) any local award of funds by the National Park Service
  - (2) any determination by the Fish and Wildlife Service affecting stocking of salmonids
  - (3) any determination by the Fish and Wildlife Service affecting design of fish ladders
- c. Department of Transportation
  - (1) any local activity by the U.S. Coast Guard
  - (2) any determination by the Federal Aviation Administration regarding Watertown International Airport
- d. Department of Commerce
  - (1) any determination regarding subsidized flights via Watertown International Airport
  - (2) evaluation of and actions pertaining to the statewide Coastal Management Program should consider the effects upon this LWRP
  - (3) any activity supported by funds from Sea Grant, particularly fishing derbies and related events
  - (4) any local award of funds by EDA
  - (5) any designation of a foreign trade zone

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\*NYS Waterfront Revitalization and Coastal Resources Act of 1981

- e. Department of Energy
  - (1) any FERC determination or regulation affecting the hydrogenerating facility at Fish Islands
- f. Department of Defense
  - (1) any Corps of Engineers determination or regulation affecting local piers, bulkheads, dams, etc.
  - (2) any activity designed to make the local waterfront more accessible to personnel at Fort Drum
- g. Department of Agriculture
  - (1) any local program activity funded by FmHA
  - (2) any local program activity undertaken or supported by the Cooperative Extension Service
  - (3) any local program activity undertaken or supported by the Soil Conservation Service
- h. Federal Emergency Management Agency
  - (1) any determination or regulation regarding flood plain management practices
- i. Environmental Protection Agency
  - (1) any determination or regulation regarding the impacts resulting from migration of salmonids and other species upstream of the Fish Islands dams as part of a NEPA review
  - (2) any determination or regulation pertaining to development or reconstruction of the hydrogenerating facility at Fish Islands
  - (3) any NEPA review of projects within the waterfront area funded by federal dollars or requiring federal permits

## 2. State Actions and Programs

- a. Department of State
  - (1) approval of LWRP and related technical assistance
  - (2) any local award of funds, particularly any which may become available from assumption of U.S. HUD's Small Cities program
  - (3) any local award of funds for preconstruction activities related to identified LWRP projects
- b. Division of Housing and Community Renewal
  - (1) any local award of funds, particularly those available through the Rural Area Preservation Company program
  - (2) any local awards of funds, including those under the Rural Area Revitalization Program
- c. Department of Environmental Conservation
  - (1) continuation of salmonid stocking
  - (2) provision of services or funds related to expansion of waterway access to the Great Lakes

- (3) any determination or regulation regarding development or reconstruction of the hydro-generating facility at Fish Islands, particularly as such may affect the proposed fish ladder
    - (4) any determination or regulation that would affect water quality in the Black River, particularly any degradation of the water quality that would be cause of reclassification of the Black River from C to D quality rating
  - d. Office of Parks, Recreation and Historic Preservation
    - (1) any local award of funds under the Land & Water Conservation Fund
    - (2) any local technical assistance
    - (3) Great Lakes sports fisheries access development
  - e. St. Lawrence-Eastern Ontario Commission
    - (1) any local technical assistance
    - (2) any activity relating to the Seaway Trail program
  - f. Public Service Commission
    - (1) any determination or regulation that would affect the hydrogenerating facility at Fish Islands, particularly any variation of the rate established for the sale of hydroelectric power to utility companies
  - g. Department of Transportation
    - (1) role regarding maintenance of the NY Route 180 right-of-way and bridge
- B. Federal and State Actions and Programs Necessary to Further the LWRP
- 1. Federal Actions and Programs
    - a. Department of Housing and Urban Development
      - (1) approval of funding through the Small Cities program as indicated in Section V
    - b. Department of Interior
      - (1) designation of a foreign trade zone including the former Sulphite Mill site
    - c. Department of Commerce
      - (1) approval of funding through the EDA for public works



## 2. State Actions and Programs

- a. Department of State
  - (1) review and approval of the Dexter LWRP
  - (2) approval of preconstruction grant funds for the Village Core and Fish Islands projects from the Coastal Zone Management program identified in Section V
- b. Division of Housing and Community Renewal
  - (1) continued funding from the Rural Area Preservation Company (RAPC) program for administrative personnel as indicated in Section V
  - (2) approval of funding from the RAPC program for repairs to the village barn as indicated in Section V
- c. Department of Environmental Conservation
  - (1) continuation of Black River stocking program
- d. Office of Parks, Recreation and Historic Preservation
  - (1) use of force accounts in developing sport fisheries access
- e. New York State Legislature
  - (1) approval of a foreign trade zone designation for the former Sulphite Mill

SECTION

VII

CONSULTATION WITH OTHER AFFECTED  
FEDERAL, STATE, REGIONAL AND LOCAL AGENCIES

## SECTION VII - CONSULTATION WITH OTHER AFFECTED FEDERAL, STATE, REGIONAL AND LOCAL AGENCIES

Consultation with those government agencies and other organizations identified as having an interest in the preparation of Dexter's Local Waterfront Revitalization Program has been achieved through the use of two approaches. First, are efforts dealing with the village's waterfront facilities planning activities prior to Dexter's involvement in the State's Coastal Management Program, which in turn have become major components of this program. Second, consultation regarding the entire program was initiated in December of 1982 and continued throughout the preparation of the draft.

Numerous federal, State, regional and local government agencies and other organizations have been consulted through Dexter's waterfront facilities planning efforts over the past three years. Such efforts were the impetus for the village's involvement in the State's Coastal Management Program. The village has focused its waterfront development activities on the renovation and reuse of the former Sulphite Mill and the development of public access - recreation facilities in support of the State's sports fisheries program.

The village's program consultation began with the identification of those agencies and organizations most likely to be affected by the local program. Throughout the following year such agencies and organizations were invited to public meetings, meetings regarding specific State and local projects and activities, and/or contacts to provide needed information. Through Village Board meetings and sessions with the Local Waterfront Revitalization Advisory Committee, program staff has continued to maintain an information exchange with involved groups, neighboring communities and general citizenry on the status of the local program.

The following is a detailed list of government agencies and other organizations consulted either through specific program components or the preparation of the draft program.

### Federal Agencies

- Department of Agriculture
  - Farmers Home Administration
- Department of Commerce
  - Economic Development Administration
  - Office of Coastal Zone Management
- Department of Defense
  - Corps of Engineers
- Department of Energy
  - Federal Energy Regulatory Commission
- Department of Housing and Urban Development
- Department of Interior
  - U.S. Fish and Wildlife Service

Department of Transportation  
- U.S. Coast Guard  
Federal Foreign Trade Zone Board  
Small Business Administration

#### State Agencies

Department of Commerce  
Department of Environmental Conservation  
Department of Health  
Department of State  
Job Development Authority  
Office of Parks, Recreation and Historic Preservation  
Public Service Commission  
St. Lawrence-Eastern Ontario Commission  
SUNY at Plattsburgh (Technical Assistance Center)  
Urban Development Corporation

#### Regional Agencies

Black River-St. Lawrence Regional Planning & Development Board

#### Local Agencies

Hamlet of Limerick  
Jefferson County Planning Board  
Town of Brownville  
Town of Hounsfield  
Village of Brownville  
Village of Chaumont  
Village of Sackets Harbor

#### Other Organizations or Groups

Catholic Charities  
Dexter Area Chamber of Commerce  
Dexter Citizens Committee  
Frontier Housing Authority  
Hydro Development Group, Inc.  
Jefferson County Sport Fisheries Advisory Council  
Local Waterfront Revitalization Advisory Committee  
Watertown Chamber of Commerce  
Watertown Trust

Upon completion, the draft LWRP will be available for review and comment by all affected agencies and interested parties. Comments received at public hearings and/or in writing will be analyzed by program staff. Where such comments warrant changes to the draft LWRP, they will be accommodated in the final program document and FEIS to the maximum extent practicable. The Secretary of State will be called upon to assist in mitigating conflicts where such conflicts involve federal or State agencies or substantial disagreement between other parties.

SECTION  
VIII  
LOCAL COMMITMENT

## SECTION VIII - LOCAL COMMITMENT

Because a Local Waterfront Revitalization Program represents a partnership effort, a firm local commitment to the proposed program is expected before State action is taken on the submission. This section details the local commitment to Dexter's program and is supplemented by attached resolutions.

To insure that the needs and desires of the community were reflected in the local program, the Mayor of Dexter appointed a Local Waterfront Revitalization Advisory Committee, representing public and private interests and general citizenry. This committee, with assistance from program staff, held a series of meetings to contribute to, and review, sections of the program as they were drafted. Government agencies and private groups were invited to these meetings. Recommendations of the committee on completed sections were transmitted to the Village Board for consideration by the Trustees.

In this manner, significant contributions of time, interest and expertise were drawn from Dexter's citizens into the preparation of the Local Waterfront Revitalization Program. Citizen input improved the data base, verified program information, evaluated various alternatives and expressed the values and concerns of the community.

Following the completion of the draft program, the advisory committee formally approved the draft and, by resolution, forwarded it to the Village Board. Upon the advice of the committee, the Village Board adopted the draft program and recommended that the Mayor transmit it to the Secretary of State (see attached).

Recognizing a need to continue public and private involvement in the implementation of Dexter's program, the program establishes a formal role for the advisory committee in the LWRP review process (see Section V). This advisory committee will be a natural evolution of the current advisory committee with specific duties and responsibilities in carrying out waterfront projects and program activities (see Section V).

Local Waterfront Revitalization  
Advisory Committee Meeting  
Village of Dexter, New York  
Municipal Building  
Dexter, NY 13634

Meeting Held: June 14, 1984  
Time: 8:00 p.m.

WHEREAS, the St. Lawrence-Eastern Ontario Commission has presented a Draft Local Waterfront Revitalization Program (LWRP), a Draft Environmental Impact Statement (DEIS) and a schedule of submission for a Final LWRP and Final EIS; and

WHEREAS, the Village of Dexter Local Waterfront Revitalization Advisory Committee has reviewed these documents and finds them to be acceptable according to the Exhibit A - Work Program of the subcontract between the Village of Dexter and the St. Lawrence-Eastern Ontario Commission.

THEREFORE, BE IT RESOLVED, that the said Committee recommends that the Village of Dexter Board of Trustees accept the said completed documents and authorize the Mayor to submit these documents to the NYS Secretary of State.

STATE OF NEW YORK    )  
COUNTY OF JEFFERSON) ss.

I, Theta Corliss, Clerk-Treasurer of the Village of Dexter, New York, do hereby certify that I have compared the foregoing resolution with the original resolution adopted by the Village of Dexter Local Waterfront Revitalization Advisory Committee of the said Village of Dexter at a meeting of the said Committee held on the 14th day of June, 1984 at which meeting every member of the said Committee had due notice and at which meeting a majority of the members of the Committee were present, and that the foregoing is a true and complete copy of said original resolution and of the whole thereof; that the said resolution as so adopted is on file in my office.

IN WITNESS THEREOF, I have hereunto set my hand and the seal of said Village of Dexter this 14th day of June, 1984.

Theta F. Corliss  
Village Clerk-Treasurer



